

# **Social Security Bulletin**

**August 1939**

## ***Special Articles***

**The Influence of Federal and State  
Maximums on Grants for Aid to Dependent Children**

**Applicants for Account Numbers  
by Age, Sex, and Color, January-March 1939**

**Some Factors in State Supervision  
for a Public-Assistance Agency**

**FEDERAL SECURITY AGENCY  
SOCIAL SECURITY BOARD  
WASHINGTON, D. C.**

**Volume 2**

**Number 8**

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**FEDERAL SECURITY AGENCY  
SOCIAL SECURITY BOARD**

WASHINGTON, D. C.

**ARTHUR J. ALTMAYER, *Chairman***

**GEORGE E. BIGGE**

**ELLEN S. WOODWARD**

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# Social Security Bulletin

Volume 2

AUGUST 1939

Number 8

## SOCIAL SECURITY IN REVIEW

AUGUST MARKS not only the fourth anniversary of the approval of the Social Security Act, but also the beginning of a new year of operation on an expanded and more closely integrated basis for most of the programs under the act. On July 1 the Social Security Board became a unit of the Federal Security Agency, a new agency of the Government under which is consolidated the administration of the United States Public Health Service, formerly under the Treasury Department; the United States Employment Service, formerly in the Department of Labor; the Office of Education, formerly in the Department of the Interior; the Civilian Conservation Corps; and the National Youth Administration, formerly under the Works Progress Administration. Thus, except for the programs for maternal and child welfare administered by the Children's Bureau, all Federal programs conducted under the act, as well as the two programs to provide employment and student aid for young persons, are consolidated in one agency.

Paul V. McNutt, the first Federal Security Administrator, brings to his office wide experience in public administration, including service as Governor of Indiana from 1933 to 1937 and as High Commissioner of the Philippine Islands from 1937 to the time of his appointment to his present position. Wayne Coy, who was secretary to Mr. McNutt during his term as Governor and his assistant in the Philippine Islands, and who had formerly served as Director of the Indiana Commission on Unemployment and as Administrator of the Indiana Welfare Department, has been appointed Assistant Federal Security Administrator. Maurice Collins, recently assistant to the Director and Estimate Chief in the Bureau of the Budget, is Chief Administrative Officer of the new Federal agency; and Mary Switzer, assistant to Josephine Roche when the latter was Assistant Secretary of the Treasury in Charge of Public Health, has been named one of the assistants to

the Administrator. The headquarters of the Federal Security Agency has been established in the building of the National Institute of Health, 25th and E Streets, N. W., Washington.

Arthur J. Altmeyer, who has been a member of the Social Security Board since its establishment and its Chairman since February 1937, was reappointed by the President on August 3 for a 6-year term. This nomination was confirmed by the Senate on the same day.

Amendments to the Social Security Act, embodied in H. R. 6635, were passed by Congress and were approved by the President in Public, No. 379, 76th Congress, on August 10. These amendments are the outcome of many and varied proposals brought forth during the course of extended hearings on social security held by the Ways and Means Committee of the House of Representatives and the Finance Committee of the Senate.

The Federal old-age insurance program is extensively revised and liberalized. The date of first payment of monthly benefits is advanced from January 1, 1942, to January 1, 1940. The amount of these benefits is to be figured on the basis of a worker's average wage in covered employment, a device which will tend to increase the amount payable to individuals who qualify in the early years of the system. Provisions for survivors' benefits (to widows, dependent children, dependent parents) and for supplementary benefits to a qualified individual whose wife is 65 or over or who has an unmarried dependent child under 18 will increase materially the protection offered by the system. Furthermore, workers who reach age 65 without qualifying may become eligible for benefits on the basis of wages subsequently earned from covered employment and may accumulate credits toward future benefits on the basis of wages earned after age 65. Such wages, excluded by the 1935 law, will be counted, beginning with January 1, 1939.



Lump-sum payments at age 65 are abolished, and death payments, paid only in the absence of an eligible claimant for survivors benefits, are limited to an amount equal to six times the primary monthly benefit to which the deceased worker's wages would have entitled him had he been eligible at the time of his death.

Other amendments revise the definitions of employment and wages under the sections of the Internal Revenue Code which embody the provisions of the two tax titles formerly included in the Social Security Act. The two taxes are renamed by Congress: The employer and employee taxes formerly enacted as title VIII are "Federal insurance contributions," and the employer tax under former title IX is the "Federal unemployment tax." Covered employment and taxable wages are defined in terms which are almost identical for both taxes, with an important exception, however, in the exclusion from the unemployment tax only of insurance agents paid solely on a commission basis.

Taxable wages under the Federal unemployment tax will, beginning with January 1, 1940, be limited to the first \$3,000 paid to an individual by an employer with respect to employment during the calendar year. The base is thus the same as that on which the former title VIII taxes were levied. The rate of the former title VIII tax which under the 1935 act would have increased on January 1, 1940, to 1½ percent is held at 1 percent until January 1, 1943. For the years 1943, 1944, and 1945 it is to be 2 percent; for 1946, 1947, and 1948, 2½ percent; and for 1949 and thereafter, 3 percent. As under the earlier act, the same tax rates apply to employers and to employees.

The name of the old-age reserve account is also changed to indicate its revised character and purpose. It is to be the "Federal old-age and survivors insurance trust fund," under the direction of a Board of Trustees composed of the Secretary of the Treasury, the Secretary of Labor, and the Chairman of the Social Security Board, all ex officio. Appropriations to the fund are to be equivalent to 100 percent of the sums collected as the Federal insurance contributions.

The Board of Trustees is to report at each session of Congress on the operation and status of the trust fund during the preceding fiscal year and on estimates for the next 5 years. An immediate report to Congress is to be made whenever the Board is of the opinion that the fund is unduly

small or that during the ensuing 5 fiscal years the fund will exceed three times the highest annual expenditure anticipated during that period.

The recommendation of the Social Security Board that as soon as administratively feasible coverage of the old-age insurance program should be extended to agricultural employment, to domestic service in private homes, and to employment by nonprofit organizations was not embodied in the recently enacted amendments, nor was coverage extended to these employments under the amendments to the Internal Revenue Code.

The amended Social Security Act increases the authorized amount that the Federal Government may expend for grants to States under each of the Federal-State programs for which grants are limited to a specified maximum. Under the 1935 act annual Federal grants to States were not to exceed a total of \$3,800,000 for maternal and child-health services, \$2,850,000 for services for crippled children, and \$1,500,000 for child-welfare services, except that balances unexpended in any year could be reappropriated for later expenditure. Under the amended act the upper limits to these Federal appropriations will be \$5,820,000 for maternal and child-health services, \$3,870,000 for services for crippled children, and \$1,510,000 for child-welfare services. Under the amended act Puerto Rico is eligible for Federal grants for maternal and child-welfare programs on the same terms as those which apply to the 48 States, the District of Columbia, Alaska, and Hawaii.

Under the recently approved amendments, Federal grants authorized for payment to States for vocational rehabilitation are increased to \$3,500,000 a year, of which each State and Puerto Rico are to receive \$20,000 a year and Hawaii \$15,000. The 1935 act, which excluded Puerto Rico from the program, authorized a total of \$1,938,000 a year for this program and limited the grant to Hawaii to \$5,000.

The total amount authorized for assisting States and their political subdivisions in establishing and maintaining adequate public-health services is \$11,000,000, beginning with the fiscal year ending June 30, 1940. This amount is \$3,000,000 a year more than the sum authorized under the 1935 act. Puerto Rico is also included under the public-health provisions of the new statute.

A prior amendment (Public, No. 36, 76th Congress) approved April 19, 1939, had already raised

the limit to the amount which the Federal Government may grant to States for unemployment compensation administration (\$49,000,000 a year under the 1935 act) to \$80,000,000 a year.

Federal funds authorized for the three public-assistance programs were not limited under the act of 1935 to a specific annual total but were to be sums "sufficient to carry out the purposes" of the individual titles (I, IV, and X). A limit was set, however, by the provisions that Federal funds should bear a specific ratio to amounts actually paid by States to public-assistance recipients and that these ratios should apply only up to a specified maximum monthly amount per recipient. The amended act maintains the same matching principles but provides for more liberal participation by the Federal Government. Instead of paying one-half the amounts expended by States under approved plans for old-age assistance and for aid to the blind, not counting amounts in excess of \$30 a month to each individual recipient, the Federal Government will pay, beginning January 1, 1940, one-half the amount of State expenditures not counting amounts in excess of \$40 a month to an individual. The Federal share of State administrative expenses under these two programs was formerly figured at 5 percent of the Federal grants; under the amended act it remains the same for old-age assistance but becomes one-half of the amount actually expended by the State for proper and efficient administration of the State plan for aid to the blind.

For aid to dependent children Federal participation will represent one-half instead of one-third of the amount expended by the State under an approved plan, not counting amounts in excess of \$18 a month for the first child and \$12 a month for each other dependent child in the same home. The maximum amounts to be considered in computing Federal grants have not been increased for aid to dependent children, but Federal participation has been liberalized by raising the ratio of Federal to State funds. A further liberalization of the provisions for aid to dependent children is embodied in the amended statute. Whereas Federal grants to States were formerly paid only with respect to dependent children under the age of 16, the definition is expanded to include dependent children under the age of 18 if they are found by the State agency to be regularly attending school.

The actual sums paid to States each year under the public-assistance and public-welfare provisions of the act will, of course, depend upon two factors: (1) the extent to which State or State and local funds are made available for Federal matching and (2) the amounts actually appropriated each year by Congress for the purposes of Federal participation in State programs.

The Social Security Act of 1935 had imposed a strict limitation upon the Social Security Board and the Children's Bureau with respect to the conditions for approval of State plans. Whereas the Federal agency could not approve a State plan unless there was provision for "such methods of administration" as were found by the Federal agency to be necessary for "efficient operation," provisions relating to the "selection, tenure of office, and compensation of personnel" were specifically exempted from the category of such methods. The restriction is modified by the recently approved amendments. The Board and the Children's Bureau are enjoined to require as a condition of approval of State public-assistance plans and maternal and child-welfare programs "methods relating to the establishment and maintenance of personnel standards on a merit basis" found to be necessary for proper and efficient operation, but the Board may not exercise authority with respect to the selection, tenure of office, and compensation of any individual employed in accordance with such methods. This requirement becomes effective after January 1, 1940. Grants for the administration of State unemployment compensation laws are also conditioned on the Board's finding that the State law provides for such methods to the extent necessary to assure full payment of benefits when due.

So extensive a revision of the 1935 statute cannot be adequately outlined in a few pages. Later issues of the Bulletin will contain detailed analyses of the anticipated effect of the amendments on the scope and operation of specific programs. The effect of the amendments on financial aspects of the social security program is outlined in the Financial and Economic Data section of this issue.

The need for amendments to the act has been recognized by the Board, by the Advisory Council on Social Security which studied provisions for old-age insurance, by State administrators of public assistance and of unemployment compensa-

tion, and by many other groups. Yet among those who testified before congressional committees on the need for a more liberal measure, for tighter definition, for closer Federal and State cooperation, the general objectives and tangible accomplishments of the act received almost unanimous approbation. A view of the range and extent of development under the Social Security Act during less than 4 full years of operation is afforded by summary data now available for the fiscal year ended June 30.

Because of the rapid and continuous expansion of State activities under approved programs for unemployment compensation and public assistance, Federal grants to States have increased for each year of operation. The checks issued by the Treasury Department for Federal grants to States certified by the Social Security Board amounted to a total of \$153.1 million in 1936-37, the first full fiscal year of operation; in 1938-39 the total was \$305.7 million. Of these sums, grants for public assistance amounted to \$143.9 million in 1936-37, and to \$236.9 million in 1938-39. Grants to States for the administration of their unemployment compensation laws and the additional functions of their public employment offices in connection with benefit payments comprised the remainder—\$9.2 million in 1936-37, and \$58.8 million in 1938-39.

At the end of June 1936 only 16 States, including the District of Columbia, were administering Federal funds under all 3 public-assistance plans, and no State was paying unemployment compensation. The number of jurisdictions with all 3 public-assistance plans approved by the Board had increased to 32 by June 1937, to 36 by June 1938, and to 38 by June 1939. In June 1937 Wisconsin was the only State paying unemployment benefits; a year later 24 States and the District of Columbia had reached the benefit-paying stage, and in June 1939 benefits were being paid in 46 States, the District of Columbia, Alaska, and Hawaii. Payments were first made in Illinois and Montana in July 1939.

#### **Public Assistance**

Progress under the Social Security Act may also be measured in terms of the increasing obligations incurred from Federal, State, and local funds for payments to recipients of public assistance in States with approved plans, the number of recip-

ients at the end of each year, and the size of average monthly payments.

For old-age assistance the total obligations incurred for payments have increased from \$243.2 million in 1936-37 to \$411.5 million in 1938-39. The number of individuals receiving aid has increased with the development of operations under this program. In June 1936 the number of recipients in 34 States was 603,700; for June 1939 the number was 1.8 million in 51 States.<sup>1</sup> The average monthly payment to recipients in States with approved plans was \$15.99 in June 1936 and \$19.42 in June 1939.

Total obligations incurred from Federal, State, and local funds for aid to dependent children amounted to \$40.8 million in 1936-37 and \$103.2 million in 1938-39. In June 1936, 175,100 children in 69,700 families received payments under 20 approved State plans; in June 1939, 718,400 children in 297,600 families received aid under 42 approved State plans. The average payment per family was \$23.46 in June 1936 and \$31.10 in June 1939.

For aid to the blind, total obligations for payments to recipients were \$9.0 million in 1936-37 and \$11.9 million in 1938-39. In June 1936 there were 17,600 recipients of aid to the blind in 21 States as compared with 44,500 recipients in 42 States in June 1939. Average monthly payments in the same months were \$24.10 in 1936 and \$23.15 in 1939.

#### **Unemployment Compensation**

The first year of operation of the Social Security Act was marked by rapid strides in the enactment and approval of State unemployment compensation laws. Since the act specified as a condition of approval of these laws that 2 years must elapse between the date when employers were first liable for contribution to State funds and the first benefit payments, only 25 States were able to pay benefits before the end of the fiscal year 1937-38. It is estimated that in May 1938, 17.7 million workers had acquired wage credits under the laws of States then paying benefits; by July 1939 all jurisdictions were paying benefits and, in all, there was an estimated total of 27.8 million workers with such wage credits.

<sup>1</sup> The term "State" is used as defined in the Social Security Act to apply to the 48 States, the District of Columbia, Alaska, and Hawaii.



During the fiscal year 1937-38, 17.9 million payments amounting to a total of \$180.0 million were made to unemployed workers under State unemployment compensation laws. The average payment in June 1938 amounted to \$10.65 a week for total unemployment and \$5.31 a week for partial unemployment. During the fiscal year 1938-39, 42.6 million payments, amounting to \$444.3 million, were made. In June 1939 the average payment was \$10.09 a week for total unemployment and \$5.53 a week for partial unemployment.

#### *Old-Age Insurance*

Only one program under the act requires no State participation—the Federal old-age insurance system, designed to protect industrial and commercial workers from dependency in old age. By June 1939 the Social Security Board had established 44.7 million employee accounts for workers throughout the United States. As of July 9, 1938, wage items for the calendar year 1937, amounting to \$26.9 billion, had been entered in 30.5 million individual accounts. Preliminary estimates indicate that for the year 1938, 29.6 million workers received \$26.5 billion in taxable wages.

Since the beginning of the year 1937, workers who have received wages from covered employment have been entitled to lump-sum payments on attaining age 65. Benefits have also been payable to the estates of workers who have died. As of June 30, 1939, the Social Security Board had certified to the Secretary of the Treasury a total of 381,700 claims for these two types of lump-sum payments, amounting to \$20.2 million.

#### *Old-Age Reserve Account and Unemployment Trust Fund*

Social security funds deposited in the United States Treasury for old-age insurance payments represent approximately the totals collected in taxes under title VIII, plus Federal interest on the account, and minus amounts paid out in benefits under the program. Federal appropriations to the reserve account were \$265.0 million for 1936-37, \$500.0 million for 1937-38, and \$390.0 million for 1938-39. Interest received during these 3 years totaled \$44.6 million. Total appropriations and interest, therefore, amounted to \$1,199.6 million. Tax collections under title VIII for the 3 years

amounted to \$194.3 million, \$514.4 million, and \$530.4 million, respectively, a total of \$1,239.1 million.

As of June 30, 1939, the balance in the unemployment trust fund amounted to \$1,273.6 million. Total withdrawals for benefit payments in 49 States amounted to \$445.2 million in 1938-39, as compared with \$195.7 million in 1937-38 when 25 States were paying benefits, and \$1.0 million withdrawn by Wisconsin in 1936-37. Total deposits were \$810.1 million in 1938-39, \$311.8 million in 1937-38, and \$292.9 million in 1936-37. Interest credited to State accounts in the fund amounted to \$26.8 million, \$15.2 million, and \$2.7 million during the corresponding fiscal years.

On July 1, 1939, benefits became payable under the Federal Railroad Unemployment Insurance Act, removing from coverage under State unemployment compensation laws employment by employers as defined in this act. The legislatures of three States adjourned prior to that date without acting to provide for the transfer of funds to the railroad unemployment insurance account which the Railroad Unemployment Insurance Act has made one of the conditions of continued grants under the Social Security Act for the administration of State unemployment compensation laws. Two of these States failed to make provision for financing the administration of their laws during the period when the Board under the terms of the Railroad Unemployment Insurance Act would have been compelled to withhold grants. The amended Social Security Act extends the time in which the legislatures of such States may take action to authorize the transfer of funds.

#### *Other Types of Public Aid*

Even a brief review of the progress of social security programs for which the Social Security Board is responsible would be incomplete unless related to the problem of public aid.

Over the past 6 years total annual obligations incurred for public assistance and for earnings of persons employed under Federal work programs (excluding administrative expenses and costs of materials, supplies, and other items incident to the operation of work projects) ranged from \$2.1 billion in 1933-34 to \$3.8 billion in 1938-39. Total obligations incurred for special types of public assistance have increased from \$73.2 million in 1933-34 to nearly \$540.3

million in 1938-39, including, in the latter year, expenditures in States which operated programs without the aid of Federal funds. Obligations for general relief and the special programs of the FERA amounted to \$828.2 million in 1933-34; general relief payments were only \$472.0 million in 1938-39. These data show the changing emphasis in public aid under the impetus of the public-assistance provisions of the Social Security Act and the development of Federal work programs. Total obligations for aid to the needy aged, to dependent children, and to the needy blind were less than 3.6 percent of the total in 1933-34 (before Federal funds under the Social Security Act

were available) and had increased to 14.4 percent of the total in 1938-39.

It is too early to attempt to measure the extent to which old-age insurance and unemployment compensation payments under the Social Security Act and the similar programs administered by the Railroad Retirement Board may affect the amount and distribution of public assistance and of earnings under Federal work programs. Chart II, on page 44 of this issue, shows in perspective over a decade the relation of relief payments, earnings under work programs, and, in recent years, of social insurance payments, to total income payments in the United States.

# THE INFLUENCE OF FEDERAL AND STATE MAXIMUMS ON GRANTS APPROVED FOR AID TO DEPENDENT CHILDREN IN 1937-38

JOHN M. LYNCH\*

FEDERAL grants-in-aid to the States for the care of dependent children in their own homes have been available under the provisions of the Social Security Act for about 3½ years. Such grants have supplemented State and local funds appropriated to finance programs for aid to dependent children. There is now sufficient accumulated experience to permit appraisal of the administrative and financial structure of the State programs and to determine the influence on the programs of certain provisions in the act.

Considerable attention has been focused on those provisions of the Social Security Act governing the amounts of Federal funds which may be granted to States having approved plans for aid to dependent children. The act stipulates that Federal grants to a State shall be limited to one-third<sup>1</sup> of the total amount expended under its plan, exclusive of amounts by which monthly payments exceed \$18 with respect to one dependent child and \$12 with respect to each other dependent child in the same home. A "dependent child" is defined in the act as one under 16 years of age who has been deprived of parental support or care by the death, continued absence from the home, or physical or mental incapacity of a parent and who is living with a relative of a specified degree of relationship. The States are free to establish higher or lower maximum grants for assistance than the maximums toward which the Federal Government will contribute or to refrain from limiting the amount of grant which may be made to a family in behalf of dependent children, but any payments in excess of the maximum stipulated by the Federal statute must be supplied entirely from State or from State and local funds.

In its report to the President and to the Congress<sup>2</sup> the Social Security Board recommended

liberalization of the maximums specified in the Federal act. It would seem pertinent, therefore, to determine the influence which limitations on Federal contributions and similar limitations on the amount of grants for assistance specified by some State laws have had on payments made by the States. Such limitations represent only one set of factors conditioning the levels of assistance payments in the States, but their effect can be measured much more readily than can more complex factors which also condition the level of grants. In any particular State the level of assistance payments is influenced by such variable factors as the standard of assistance which the State is able and willing to support, the cost and standard of living, the degree of urbanization, the extent of other income received by the families assisted, the size of families, and administrative practices with respect to supplementation from other assistance funds of grants for aid to dependent children.

Grants for aid to dependent children are determined by each State, or its local subdivisions under State supervision, in accordance with its own State plan. Frequently, although not universally, the amount of assistance is determined by the application of the budget-deficit principle. The amount needed to provide such essential items as food, clothing, rent, and heat is computed from a standard budget. After deductions have been made for any income the family may have, the balance represents the budget deficit. This deficit is not always met, however, even in States using this principle of grant-determination. A shortage of available funds or provisions in the State law limiting the amount of assistance may serve to reduce the actual grant below the computed budget deficit.

An examination of the distribution of grants in the States throws some light on the extent to which the States have been able to meet the needs of families receiving aid to dependent children within the limits of Federal participation and within the amounts of payment permitted by

\* Bureau of Research and Statistics, Division of Public Assistance Research.

<sup>1</sup> This proportion was increased to one-half by an amendment approved Aug. 10, effective Jan. 1, 1940.

<sup>2</sup> "Proposed Changes in the Social Security Act," *Social Security Bulletin*, Vol. 2, No. 1 (January 1939), p. 16.



their own State laws. Annual reports submitted to the Social Security Board by States with approved plans supply data concerning the grants initially approved for 118,400 families containing 299,700 dependent children accepted for assistance during the fiscal year 1937-38 in 40 States.<sup>3</sup> These data make it possible to distribute by one-dollar intervals the grants approved in each State and to analyze the character of the resulting distributions.

### Representativeness of Data

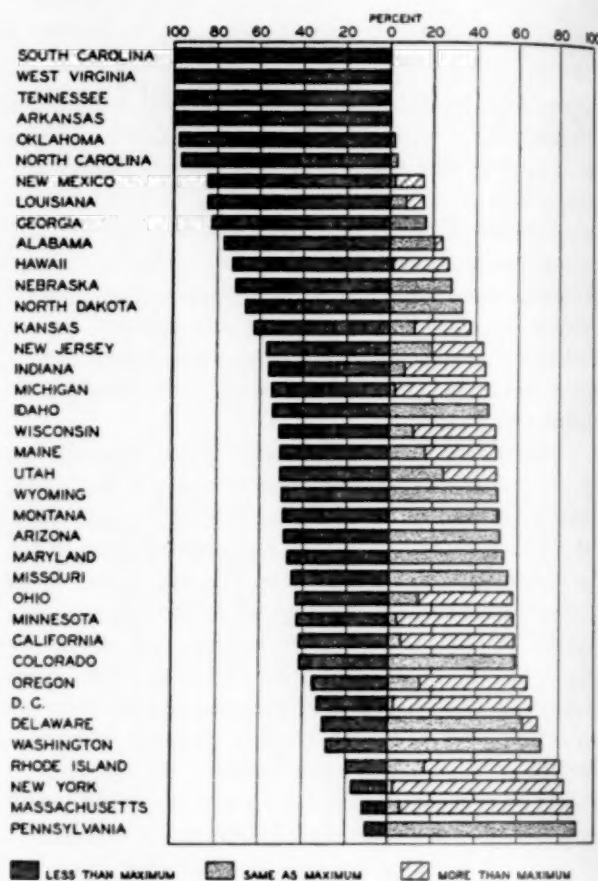
The 118,400 families accepted from July 1937 through June 1938 comprise less than one-half the number of families assisted in the 40 States during the year. As of June 30, 1938, 246,300 families were on the rolls in these States. Owing to turnover in the case load, the total number of families aided during the year is somewhat greater than the number receiving assistance at the end of the year.

In the aggregate data on grants approved during 1937-38 in the 40 States, the individual States are not represented in the same proportion as they are in the total case load at the end of the year. For the 40 States as a group the ratio of cases accepted during the year to the number of families on the rolls at the end of the year is about 1 to 2. The State ratios varied from about 1 to almost 6 cases accepted during the year for every 5 cases open at the end of the year. This wide variation is attributable primarily to the length of time the State programs have been in operation. A State program in the early stages of development will generally be characterized by a high ratio of cases accepted, whereas this ratio will normally be low in a State in which the program is well established. To eliminate the disproportionate influence of the grant distributions in States with programs in an early stage of development during 1937-38, the aggregate data have been adjusted to give each State representation in proportion to its case load at the end of the year rather than in proportion to the number of cases accepted during the period.<sup>4</sup> Distributions for individual States are not adjusted.

<sup>3</sup> "State" is used to include the District of Columbia and Hawaii.

<sup>4</sup> For each State the number of grants in each dollar interval was computed as a percentage of the total number of grants approved. These percentages were applied to the total number of families receiving assistance as of June 30, 1938, in the State. The resulting data for the several States were then added to obtain the distribution of grants by dollar intervals for the 40 States as a group.

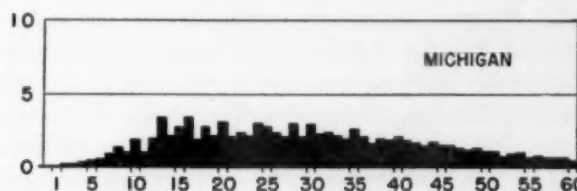
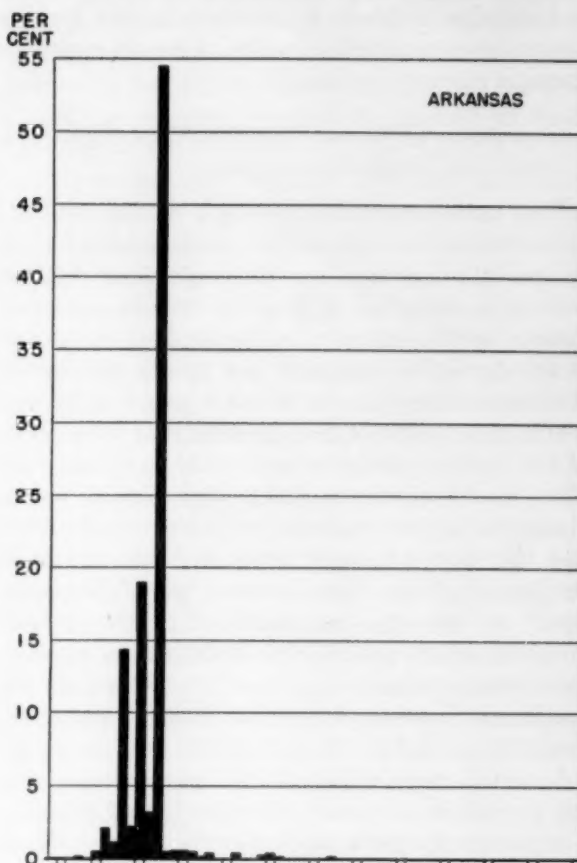
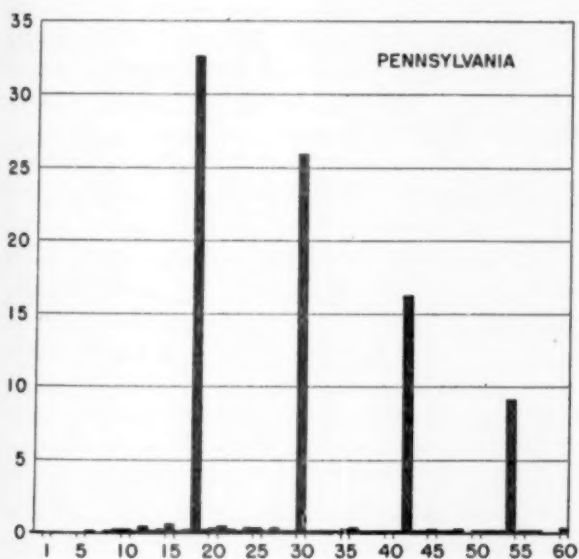
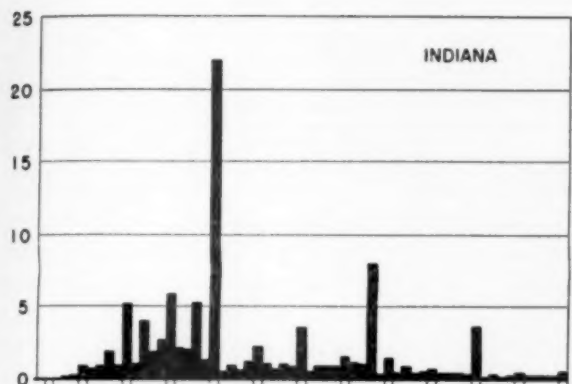
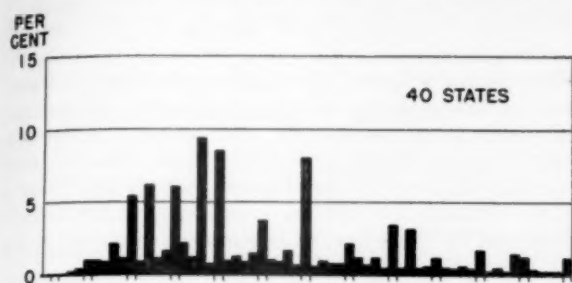
**Chart I.—Aid to dependent children: Percent of families approved during the fiscal year 1937-38, for grants of less than, the same as, and more than the maximum toward which the Federal Government contributes, in States with plans approved by the Social Security Board<sup>1</sup>**



<sup>1</sup> Exclusive of New Hampshire and Vermont, which had too few cases for significant distribution.

In particular States the distribution of grants obtaining for cases approved during 1937-38 may not be representative of the entire case load at a given moment of time. For example, the failure to realize anticipated taxes may have necessitated a reduction in the amounts granted at some time during the year. Conversely, the availability of additional funds may have enabled States to raise the level of grants substantially. The fact that the amount of grant is recorded by the State at the time a family is accepted for assistance and is not revised on the statistical record when subsequent changes are made introduces an additional bias. The amount of assistance may be increased or decreased before the close of the fiscal year, or

**Chart II.—Aid to dependent children: Distribution of monthly grants initially approved for families accepted during the fiscal year 1937-38, in States with plans approved by the Social Security Board and in 5 selected States**



AMOUNT OF GRANT IN DOLLARS

<sup>1</sup> Grants above \$60 are not shown. Such grants represented 5.6 percent of total grants in 40 States, 3.0 percent in Indiana, 8.7 percent in Pennsylvania, less than 0.1 percent in Oklahoma, and 5.6 percent in Michigan. Arkansas made no such grants.

aid may be discontinued. Before generalizations concerning the entire case load can be made for an individual State, it is necessary to test for representativeness the distribution of grants approved during a selected period.

#### Comparison of Grant Distributions With Federal and State Maximums

The data on grants approved during 1937-38 indicate that the amount of public assistance required by many families with dependent children cannot be supplied within the existing limits of Federal participation. On the basis of the distribution by dollar intervals and by the number of children included in the 118,400 grants approved within this period it is estimated that 27 percent of the families receiving assistance as of June 30, 1938, were receiving monthly payments in excess of the maximum amounts toward which the Federal Government contributes, and an additional 20 percent of the families were receiving grants equal to the Federal maximum. Almost one family in every two in the 40 States as a group was receiving a grant equal to or greater than the maximum amount for which Federal matching funds are available. It is probable that for a very substantial proportion of the families receiving the maximum allowance the need of the family was greater than the amount of the grant. Chart I shows that in a large majority of the States more than one-fifth of the grants approved during the year equaled or exceeded the limits of Federal participation. In some States this was true of the overwhelming proportion of the grants approved within the period.

The greatest concentration of grants at the level of maximum Federal contributions is found, in general, in those States which by law limit monthly payments to the maximum that obtains for Federal matching. As indicated in table 1, 12 States with approved plans in 1937-38 set an upper limit of \$18 for the first child and \$12 for each additional child in the same home. In 6 of these States—Arizona, Colorado, Maryland, Missouri, Pennsylvania, and Wyoming—more than 50 percent of the families accepted during the year were granted the maximum allowable under the State law. The distribution of grants in Pennsylvania, where 90 percent of the families were approved for the legal maximum, contrasts strikingly with the distributions shown in chart II for other se-

lected States and for the 40 States as a group. A smaller but nevertheless substantial proportion of the grants in Idaho, Nebraska, and North Dakota

**Table 1.—Aid to dependent children: Number of families approved during the fiscal year 1937-38, average monthly grant per family, and percent of families approved for grants of less than, the same as, and more than the maximum toward which the Federal Government contributes, according to limitations specified by State law, in States with plans approved by the Social Security Board**

State	Number of families approved	Average monthly grant per family	Percent of families approved for grants of—		
			Less than Federal maximum	Same as Federal maximum	More than Federal maximum
Total <sup>1</sup> .....	118,389	\$30.53	53.4	19.5	27.1
States with limitations the same as those governing Federal contribution: <sup>2</sup>					
Arizona.....	821	33.11	48.7	51.3	.....
Colorado.....	1,426	30.16	41.3	58.7	.....
Idaho.....	957	24.86	53.8	46.2	.....
Maryland.....	3,450	28.50	47.0	53.0	.....
Missouri.....	4,238	31.47	45.0	55.0	.....
Nebraska.....	1,372	23.30	71.0	28.9	.1
New Hampshire.....	74	38.76	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )
North Carolina.....	7,959	15.48	96.5	3.3	.2
North Dakota.....	938	33.64	66.7	33.3	.....
Oklahoma.....	6,693	15.28	97.7	2.3	.....
Pennsylvania.....	5,202	33.90	10.5	89.5	.....
Wyoming.....	125	29.04	49.6	50.4	.....
States with limitations different from those governing Federal contribution: <sup>4</sup>					
California.....	4,347	34.11	41.6	5.7	52.7
Indiana.....	7,462	25.51	55.7	7.1	37.2
Minnesota.....	2,058	34.22	42.6	3.9	53.5
New Jersey.....	3,093	30.66	56.7	19.8	23.5
South Carolina.....	4,165	20.10	100.0	.....	.....
Tennessee.....	10,686	18.05	100.0	( <sup>5</sup> )	( <sup>5</sup> )
Vermont.....	69	32.91	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )
West Virginia.....	3,387	20.98	100.0	.....	.....
States without limitations:					
Alabama.....	3,154	20.79	76.6	20.6	2.8
Arkansas.....	1,166	10.90	99.8	.1	.1
Delaware.....	182	30.73	30.3	62.6	7.1
District of Columbia.....	392	49.28	33.1	2.6	64.3
Georgia.....	4,752	21.36	83.3	16.4	.3
Hawaii.....	360	31.49	72.7	1.7	25.6
Kansas.....	4,845	27.97	62.4	11.6	26.0
Louisiana.....	4,248	18.78	84.5	8.5	7.0
Maine.....	350	38.15	50.3	16.6	33.1
Massachusetts.....	3,393	55.06	12.0	5.9	82.1
Michigan.....	6,153	31.30	54.1	2.7	43.2
Montana.....	1,454	27.13	49.1	50.3	.6
New Mexico.....	584	26.01	84.7	2.6	12.7
New York.....	7,954	46.16	17.0	2.4	80.6
Ohio.....	3,312	42.17	42.8	13.8	43.4
Oregon.....	1,110	37.15	35.4	14.7	49.9
Rhode Island.....	245	45.20	19.6	17.1	63.3
Utah.....	1,241	30.61	50.1	25.1	24.8
Washington.....	1,888	28.74	28.7	71.3	0
Wisconsin.....	3,174	33.63	50.6	11.3	38.1

<sup>1</sup> Computations based on distribution which has been adjusted so that each State has the same proportionate representation as in the total case load of June 30, 1938.

<sup>2</sup> Maximum in these States is \$18 for first child and \$12 for each additional child.

<sup>3</sup> Not computed because base figure is too small.

<sup>4</sup> Maximum is as follows: California, \$20 for each child; Indiana, \$20 for first child, \$18 for second child, and \$12 for each additional child; Minnesota, \$20 for first child and \$15 for each additional child; South Carolina, \$15 for first child and \$10 for each additional child; Tennessee and West Virginia, \$12 for first child and \$8 for each additional child. In Vermont assistance is limited to \$4 a week for each child, and in New Jersey to an amount not to exceed cost of care in approved child-caring institution.

<sup>5</sup> Less than 0.1 percent.



**Table 2.—Aid to dependent children: Percent of families approved during the fiscal year 1937-38 for grants equal to maximum toward which the Federal Government contributes and percent equal to State maximum, in States with limitations other than those governing Federal contribution <sup>1</sup>**

State	Number of families approved	Percent of families approved for grants equal to—	
		Federal maximum	State maximum
California.....	4,347	5.7	40.1
Indiana.....	7,462	7.1	31.2
Minnesota.....	2,058	3.9	44.3
South Carolina.....	4,165	-----	24.5
Tennessee.....	10,686	(1)	28.9
West Virginia.....	3,387	-----	44.1

<sup>1</sup> Maximum is as follows: California, \$20 for each child; Indiana, \$20 for first child, \$18 for second child, and \$12 for each additional child; Minnesota, \$20 for first child and \$15 for each additional child; South Carolina, \$15 for first child and \$10 for each additional child; Tennessee and West Virginia, \$12 for first child and \$8 for each additional child. In New Jersey grants are limited to an amount not to exceed cost of care in approved child-caring institution; data are not available on the number equaling this maximum. In Vermont, where assistance is limited to \$4 a week for each child, too few families were accepted during the year to supply a significant distribution.

<sup>2</sup> Less than 0.1 percent.

were at the maximum. In these States the proportion varied between 29 percent in Nebraska and 46 percent in Idaho. It seems likely that in most of the States limiting payments to the level of Federal contributions a large proportion of the grants were lower than they would have been in the absence of existing limitations. On the other hand, it is evident that in North Carolina and Oklahoma, where the great bulk of grants fell below the maximum allowable, the limitations on grants were of minor significance.

The tendency for grants to cluster about the maximum amounts permitted by State laws is likewise characteristic of the distributions in the States which limit monthly payments to amounts other than the maximum toward which Federal contributions are available. In 1937-38 there were 8 States with such limitations. California, Indiana, and Minnesota had higher maximum payments than those governing Federal participation. Table 2 shows that in each of these States the proportion of grants equal to the Federal maximum was small, while a large proportion of the families accepted during the year were to receive the State maximum. The distribution in Indiana, in which 31 percent of the grants were approved for the State maximum, is shown in chart II. In California and Minnesota the proportion was even higher—40 and 44 percent, respectively.

The State laws of South Carolina, Tennessee, and West Virginia specified a lower limit on grants than that on which Federal contributions are based. In these States a substantial share of the grants were approved for the maximum amount, with the proportion ranging between 25 percent in South Carolina and 44 percent in West Virginia.

New Jersey and Vermont also had limitations on the amount of grant, but these States are not included in table 2. In New Jersey assistance is limited to an amount not to exceed the cost of care in an approved child-caring institution. This cost, of course, varies from one locality to another within the State, and data on the proportion of grants equal to such maximum amounts are not available. About a fifth of the grants approved in New Jersey coincided with the Federal maximum, while a somewhat larger share exceeded that level. In Vermont, where the maximum payment is \$4 a week for each child, too few families were accepted during the year to permit a significant analysis of the distribution of grants.

More than a third of the grants approved in the 20 States without maximum limitations on payments were above the limitations on Federal participation. In 12 <sup>3</sup> of these States at least 25 percent of the families accepted were to receive amounts larger than the Federal maximum, and in Massachusetts and New York the proportion was more than 80 percent.

An examination of the grant distributions in these 20 States reveals that the maximum limit on Federal contributions influences the amounts granted in certain States which do not have legal limitations as well as in States which have adopted the Federal maximum in their own State laws. For example, Washington did not legally limit the amount of assistance, but 71 percent of its grants were concentrated at the level of maximum Federal participation, and none exceeded that level. In Delaware 63 percent of the grants equaled the Federal maximum, and in Montana 50 percent. Only 7 percent of the families accepted in Delaware were to receive grants higher than the Federal maximum and in Montana the proportion was less than 1 percent. The Federal maximum also influenced significantly the sums granted in Alabama and Georgia. In these States a con-

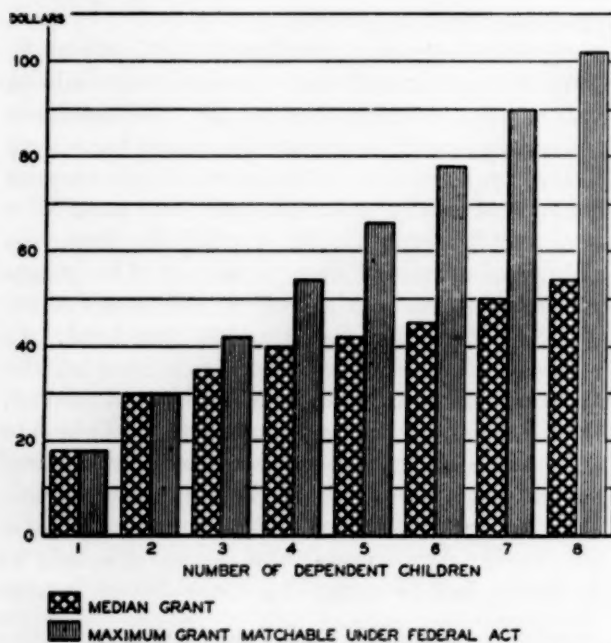
<sup>3</sup> District of Columbia, Hawaii, Kansas, Maine, Massachusetts, Michigan, New York, Ohio, Oregon, Rhode Island, Utah, and Wisconsin.

siderable proportion of the grants were equal to the Federal maximum, while very few grants were higher.

### Distribution of Grants by Size of Family

Apparently the 40 States as a group found it more difficult to meet the needs of small families than of large families within the maximums set by the Federal act, a fact which suggests that the basic level for Federal participation of \$18 for the first dependent child is at too low a level. It is estimated that 58 percent of the one-child families approved for aid to dependent children at the end of June 1938 were receiving grants which equaled or exceeded the Federal maximum, as shown in table 3. For families with two dependent children the proportion dropped to 53 percent, and for three-child families to 42 percent. A further decline occurred for each additional child, until only 13 percent of the families with 8 children were approved for grants equal to or greater than the limits of Federal participation. Thus under the

**Chart III.—Aid to dependent children: Median grant compared with maximum toward which the Federal Government contributes, for families with specified number of dependent children receiving aid on June 30, 1938, in States with plans approved by the Social Security Board <sup>1</sup>**



<sup>1</sup> Estimated from information concerning families accepted during fiscal year 1937-38.

maximums prescribed by the Federal act it is clear that it is impossible to meet the needs of a large proportion of the families with few dependent children.

The median amount of assistance approved for families on the rolls in the 40 States at the end of the fiscal year 1937-38 was as much as the Federal maximum only for families with one or two children, as shown in chart III. For families with more than two children the median grant fell

**Table 3.—Aid to dependent children: Percent of grants of less than, the same as, and more than the maximum toward which the Federal Government contributes, for families with specified number of dependent children receiving aid on June 30, 1938, in all States with plans approved by the Social Security Board**

Number of dependent children in family	Number of families receiving aid to dependent children on June 30, 1938	Percent of families receiving grants of—		
		Less than Federal maximum	Same as Federal maximum	More than Federal maximum
All families <sup>1</sup> .....	246,317	53.4	19.5	27.1
1 child.....	80,878	42.2	25.0	32.8
2 children.....	67,609	47.1	22.1	30.8
3 children.....	44,395	58.4	16.4	25.2
4 children.....	25,874	67.9	13.0	19.1
5 children.....	14,796	76.8	9.6	13.6
6 children.....	7,617	81.4	7.1	11.5
7 children.....	3,401	86.3	6.5	7.2
8 children.....	1,189	87.1	3.1	9.8

<sup>1</sup> Estimated from information concerning families accepted during fiscal year 1937-38.

<sup>2</sup> Includes 558 families having 9 or more dependent children.

below the Federal limits, with the disparity becoming greater for each additional child. In 25 States the median grant for one-child families accepted in 1937-38 equaled or exceeded the Federal maximum, and in 21 States this was true of the median grant for two-child families. The number of States with a median grant equal to or above the limits on Federal participation fell off rapidly as the families increased in size. For three-child families the median grant equaled or exceeded the Federal limitation in 13 States, and for families with four children the number of States dropped to five. Only Massachusetts, New York, and Pennsylvania had median amounts of assistance at or above the Federal maximum for families with five children, and only Massachusetts and Pennsylvania for those with six children.

Examination of table 4 reveals that in most States there was a marked tendency for the increment to the median grant to drop sharply for

additional children beyond the second or third child. This tendency was exhibited even in those States with the highest median grants for smaller families. California, the District of Columbia, Massachusetts, Minnesota, New York, Oregon, and Rhode Island all had median grants for one- and two-child families in excess of the Federal maximum. The increment to the median for the third child amounted to \$12 or more in the District of Columbia, Massachusetts, New York, and Rhode Island, but in none of the seven States was the increment for the fourth, fifth, and sixth child as much as the \$12 increase for each child in the Federal matching limit.

### Implications of Grant Distributions

That the maximum amounts which may be considered in making Federal grants-in-aid to the States are too low has been amply demonstrated by the experience of the States. A majority of the States without limitations made assistance payments higher than the Federal maximum to a substantial proportion of the families they accepted. This was true also in the 3 States with maximum payments above the Federal limitations. Most of the States limiting grants to the Federal maximum found it necessary to award the maximum amount allowable to a large proportion of the families approved for assistance. The existing

Table 4.—Aid to dependent children: Median amount of monthly grants initially approved for families with specified number of dependent children accepted during the fiscal year 1937-38, in States with plans approved by the Social Security Board

State	Median amount <sup>1</sup> of monthly grants for families with specified number of dependent children					
	Total	1 child	2 children	3 children	4 children	5 children
Total <sup>2</sup>	\$25	\$18	\$30	\$35	\$40	\$42
States with limitations the same as those governing Federal contribution: <sup>3</sup>						
Arizona	30	18	30	40	44	50
Colorado	30	18	30	42	45	50
Idaho	20	18	30	30	36	40
Maryland	25	18	30	39	44	47
Missouri	30	18	30	40	47	50
Nebraska	18	15	23	30	39	42
New Hampshire	30	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )
North Carolina	15	10	12	15	20	20
North Dakota	30	18	26	37	45	50
Oklahoma	14	9	14	18	22	24
Pennsylvania	30	18	30	42	54	66
Wyoming	30	18	26	42	( <sup>4</sup> )	( <sup>4</sup> )
States with limitations different from those governing Federal contribution: <sup>3</sup>						
California	30	20	37	45	53	60
Indiana	20	18	29	36	44	50
Minnesota	35	20	35	43	50	55
New Jersey	30	16	30	41	50	60
South Carolina	18	15	20	20	25	25
Tennessee	17	12	16	20	22	25
Vermont	26	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )
West Virginia	20	12	20	24	27	30
States without limitations:						
Alabama	18	17	18	18	25	20
Arkansas	12	8	10	12	12	12
Delaware	30	18	30	42	( <sup>4</sup> )	( <sup>4</sup> )
District of Columbia	50	25	41	53	59	64
Georgia	18	13	18	21	25	29
Hawaii	28	17	26	30	30	38
Kansas	27	18	27	33	35	40
Louisiana	16	14	16	18	20	20
Maine	35	18	30	40	50	50
Massachusetts	54	40	53	65	74	80
Michigan	29	23	28	34	38	41
Montana	25	18	30	36	42	45
New Mexico	26	16	22	27	30	33
New York	40	38	50	64	70	75
Ohio	40	18	35	42	50	60
Oregon	36	23	34	42	49	59
Rhode Island	47	30	42	54	60	( <sup>4</sup> )
Utah	30	18	30	37	42	45
Washington	29	18	30	42	51	59
Wisconsin	30	18	30	40	45	50

<sup>1</sup> Figure given is the lower limit of the dollar interval in which the median falls.

<sup>2</sup> Medians based on distribution which has been adjusted so that each State has the same proportionate representation as in the total case load of June 30, 1938.

<sup>3</sup> Maximum in these States is \$18 for first child and \$12 for each additional child.

<sup>4</sup> Not computed because base figure is too small.

<sup>5</sup> Maximum is as follows: California, \$20 for each child; Indiana, \$20 for first child, \$18 for second child, and \$12 for each additional child; Minnesota, \$20 for first child and \$15 for each additional child; South Carolina, \$15 for first child and \$10 for each additional child; Tennessee and West Virginia, \$12 for first child and \$8 for each additional child. In Vermont assistance is limited to \$4 a week for each child, and in New Jersey to an amount not to exceed cost of care in approved child-caring institution.



limits on Federal contributions also have tended to scale down monthly payments in a number of States in which legal limitations are lacking.

The Social Security Board has recognized the inadequacy of the present maximum governing Federal contributions in its recommendation that the level of individual payments toward which the Federal Government contributes be raised substantially. The adoption of a higher limit would provide Federal participation in the amounts in excess of \$18 for the first child and \$12 for each

additional child which are at present defrayed entirely from State or from State and local funds. It also would probably induce many of the States limiting their grants to the present Federal maximum to raise or to abolish the limitations they now have. The necessity for supplementing grants for aid to dependent children from other assistance funds—a widespread practice in some States limiting the amount of payments—would be largely obviated.

# APPLICANTS FOR ACCOUNT NUMBERS, BY AGE, SEX, AND COLOR, JANUARY-MARCH 1939

WILLARD C. SMITH AND KATHERINE D. WOOD \*

WITH THE old-age insurance program now in its third year of operation, year-to-year comparisons can be made of the volume of applications for account numbers as well as of the characteristics of the applicants. Such comparisons for the first 2 years reflect the special conditions in the first year of the program, when the initial registration for account numbers occurred. While account numbers may be obtained by persons who do not enter covered employment, current applications probably represent, for the most part, additions to the group covered by old-age insurance. A comparison of the wage records for 1937 and the applications for account numbers through the end of that year indicates that about 85 percent of the persons who applied for account numbers by the end of 1937 had been in covered employment some time during that year. The corresponding proportion for current applicants cannot be determined at this time. It is probable, however, that the percentage of current applicants in covered employment is about the same as for the earlier applicants, except for those of the younger groups, many of whom obtain account numbers in anticipation of their first jobs. It seems likely that certain factors which led persons not in covered employment to obtain account numbers in the earlier period have lost some of their force and will continue to be less important as knowledge of the social security program becomes more widespread. This change would tend to counterbalance the number of young persons obtaining account numbers before entering covered employment. The persons who obtain account numbers in connection with unemployment compensation, i. e., those in occupations covered by State unemployment compensation laws but not by old-age insurance, should play a decreasing part in new applications.

Through December 1937, approximately 36.7 million applications for account numbers had been received from persons in the United States, Alaska, and Hawaii. A 10-percent random sample of these applications was tabulated to provide information on the age, sex, and color of the persons

applying for account numbers<sup>1</sup> during the months when the program was first launched and the initial registration largely completed. The applications during these first months were, of course, larger in number than would be the case in any succeeding year, when applications could be expected only from persons who are entering the labor market for the first time, from persons who have been either unemployed or employed in noncovered employment, or from those who have not been seeking work since the inception of the Social Security Act but are reentering the labor market. In 1938 the applications were tabulated monthly to determine whether seasonal factors affected the number and the distribution of the applicants by age, sex, and color. These monthly data indicated that presentation of quarterly tabulations would be adequate. Figures for the first quarter of 1939 are presented here, together with data for earlier periods, in order to show the changes that have been taking place in the age, sex, and color composition of the groups applying for account numbers.

From November 1936 through December 1937, approximately 35 million applications for account numbers were received from persons 15-64 years of age.<sup>2</sup> The first year includes applications for 14 months, since account numbers were granted during November-December 1936, although the old-age insurance program did not go into effect until January 1, 1937. During the 12 months of 1938 about 5.5 million applications were filed by persons aged 15-64, of which 1.2 million were

<sup>1</sup> This information was tabulated from the actuarial cards which had been placed in the alphabetical file by Dec. 31, 1937; therefore, the count of this sample (3.6 million) is slightly less than 10 percent of the number of net applications received by subtracting all "voids" (cards rejected for various reasons) from the actual number received.

<sup>2</sup> The number of applications presented here includes only persons 15-64 years of age, whereas the previous figure of 36.7 million includes persons of all ages and those whose age was unknown. All tables but table 4 in this article include only persons 15-64 years of age. Those 65 and over are excluded because at age 65 employment ceased to be covered by terms of the act and benefits became payable. Children under 15 years of age are excluded because State child-labor laws in general prohibit child labor under 14, 15, or 16 years of age except for work outside of school hours in nonfactory occupations. Although some States permit work at age 14, it is believed that the number of children under 15 who could be really considered in the labor market is small.

\*Bureau of Old-Age Insurance Analysis Division.

filed during the first quarter. During the first quarter of 1939 the number of applications from persons of this age was approximately 1.4 million, an increase of about 230,000 over the number of applications during the corresponding period of 1938. Both normal factors, which originate from turn-over in the labor market, and special factors, such as the use of social security account numbers for the unemployment compensation programs and other purposes, affect the volume of applications. The volume of applications would also be influenced if the act were amended to include groups previously exempt from coverage of old-age insurance. Whether any special factors influenced the volume of applications in the first quarter of 1938 more than in 1939 or vice versa cannot be definitely stated. Nearly all States had launched their unemployment compensation programs by the end of January 1939, and since no other special factors are known to have affected these two quarters differently, the increase in the number of applications in the first quarter of 1939 over the first quarter of 1938 may reflect largely the influence of the general factors. The increase in applications would therefore seem to be related to increased employment opportunities in covered industry. Although the total volume of unemployment increased from January to March 1939 and stood at about the same level as that for the same months of 1938,<sup>3</sup> employment in many industries moved upward during these same months in 1939 and may have increased applications.<sup>4</sup>

### Sex and Color of Applicants

The sex and color distribution of the applicants for account numbers for various periods is given in table 1. Women were 39.0 percent of the total number of applicants during the first quarter of 1939, as compared with 32.0 percent during the first quarter of 1938. It should be noted that the proportion of women to the total increased continuously from 27.7 percent in the period November 1936-December 1937 to 40.8 percent for the last quarter of 1938.<sup>5</sup> Whether the small decline in their proportion in 1939 in comparison with the last 3 months of 1938 indicates a reversal in trend remains to be seen.

The color distribution of the applicants for

<sup>3</sup> See chart on page 83.

<sup>4</sup> See "Trend of Employment and Pay Rolls," *Monthly Labor Review*, April 1939 and May 1939.

<sup>5</sup> See *Social Security Bulletin*, Vol. 2, No. 2 (February 1939), p. 79, table 5.

account numbers in the first quarter of 1939 shows that the percentage of Negroes declined slightly from their proportion during the corresponding period of 1938 (13.2 percent as compared with 14.7 percent). Applications for the entire year 1938 as well as for each quarter of that year and for the first quarter of 1939 show approximately twice as large a percentage of Negroes to total applicants for each period as was the case for the initial period of November 1936-December 1937. The percentage of "other races" to the total for each period shows less variation than that of Negroes, but their number is relatively small—0.9 percent of total applicants in January-March 1939. The color distribution of the applicants for the several periods indicates probably that in the early period the Negroes, either because of their own or their employers' ignorance of the requirements, lagged behind other groups in applying for account numbers. This conclusion seems reasonable although the current Negro applicants also include many who have not had covered employment preceding the date of their application; the total increase thus represents both the current additions to the covered Negro population and those who have previously been in covered occupations but failed to obtain account numbers. The fact that many Negroes are employed as day laborers by different employers makes an additional administrative problem of recordkeeping.

**Table 1.—Percentage distribution<sup>1</sup> by sex and color of applicants for account numbers in specified periods of 1936-39**

Sex and color	Percentage distribution of applicants in—			
	January-March 1939	January-March 1938	January-December 1938	November 1936-December 1937 <sup>2</sup>
Total number.....	1,387,018	1,157,646	5,536,368	34,978,410
Sex, total.....	100.0	100.0	100.0	100.0
Male.....	61.0	68.0	62.7	72.3
Female.....	39.0	32.0	37.3	27.7
Color, total.....	100.0	100.0	100.0	100.0
White.....	85.9	84.3	84.6	91.8
Negro.....	13.2	14.7	14.3	7.5
Other.....	.9	1.0	1.1	.7

<sup>1</sup> Based on persons aged 15-64.

<sup>2</sup> Based on 10-percent sample of applications filed prior to 1938.

### Age and Sex of Applicants

Approximately half of the women and nearly 45 percent of the men who applied for account num-



Table 2.—Percentage distribution for each sex by age group of applicants for account numbers in specified periods of 1936-39

Age group (years)	Percentage distribution of applicants in—							
	January-March 1939		January-March 1938		January-December 1938		November 1936-December 1937 <sup>1</sup>	
	Male	Female	Male	Female	Male	Female	Male	Female
Total number 15-64.....	845,727	541,291	786,779	370,867	3,472,338	2,064,080	25,301,740	9,676,670
Percentage distribution								
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
15-19.....	23.4	28.9	15.1	18.9	24.2	28.0	8.0	13.7
20-24.....	21.0	22.0	19.2	24.1	19.2	21.1	16.5	24.8
25-29.....	12.1	13.3	13.9	15.8	12.3	13.6	15.5	18.2
30-34.....	9.1	10.0	10.7	11.4	9.3	10.3	13.5	12.7
35-39.....	8.0	8.4	9.1	9.2	8.0	8.4	11.7	9.9
40-44.....	6.9	6.1	8.5	7.2	7.2	6.4	20.3	7.6
45-49.....	6.2	4.6	7.6	5.4	6.5	5.0	9.0	5.7
50-54.....	5.4	3.3	6.7	3.9	5.6	3.5	7.1	3.7
55-59.....	4.5	2.2	5.4	2.6	4.5	2.4	5.1	2.4
60-64.....	3.4	1.2	3.8	1.5	3.2	1.3	3.3	1.3

<sup>1</sup> Based on 10-percent sample of applications filed prior to 1938.

bers during the first 3 months of 1939 were 15-24 years of age. (See table 2.) This concentration of applicants in the younger age groups was more conspicuous than for the first 3 months of 1938 but approximately the same as for the entire year of 1938. The annual figures for 1938 reflect the large percentage of persons under 20 years of age among the applicants for the two quarters July-September and October-December.<sup>6</sup> In comparison with the applicants through 1937, the applicants of both sexes during the entire period since 1937 show a marked concentration in the age group 15-19; the men also show a greater concentration in the age group 20-24 years. This change in the age composition of the groups applying for account numbers was to be expected, since the yearly additions to the labor market would normally be heavily weighted by persons seeking their first jobs. Were it not for the other sources of additions to the covered population, i. e., persons who have been either unemployed or in non-covered employment, or those who have been voluntarily out of the labor market, the applicants for account numbers would be almost exclusively persons seeking or holding their first jobs. At the present time it is impossible to determine

<sup>6</sup> See *Social Security Bulletin*, Vol. 2, No. 2 (February 1939), p. 79. Since the age of applicants is calculated from year of birth to year of application, the age recorded here is not attained age. For the youngest age groups this explains, in part, the larger proportion in these age groups in the 2 second quarters of both years. It is believed, however, that a seasonal influence due to the rate at which young persons obtain their first jobs subsequent to leaving school is probably more significant in explaining the quarterly differences in the percentages in the 2 youngest age groups.

the relative importance of each of these groups in the total in any period.

It has already been noted that the number of applications during the first quarter of 1939 exceeded the total number for the same months of 1938 by approximately 230,000, representing almost 60,000 men and over 170,000 women. In each State the number of women applicants in the first quarter of 1939 exceeded the number during the same quarter of 1938. For the age groups 15-24 years the number of men in the 1939 period exceeded the 1938 figure by approximately 102,000. The larger number of women in the 1939 period was accounted for by the two youngest age groups to the extent of 100,000, but each age

Table 3.—Ratio (percent) for each age group of female to male applicants for account numbers in specified periods of 1936-39

Age group (years)	Ratio (percent) of female to male applicants in—			
	January-March 1939	January-March 1938	January-December 1938	November 1936-December 1937 <sup>1</sup>
Total 15-64.....	64.0	48.3	50.4	38.2
15-19.....	79.0	60.3	68.8	65.6
20-24.....	67.1	60.7	65.1	57.6
25-29.....	70.1	55.1	65.9	44.7
30-34.....	70.4	51.4	65.8	36.0
35-39.....	67.3	48.9	62.1	32.4
40-44.....	56.6	40.9	53.2	28.3
45-49.....	47.7	34.3	45.7	24.3
50-54.....	38.7	28.1	37.2	19.8
55-59.....	31.2	23.2	31.3	17.6
60-64.....	23.1	19.0	25.1	15.0

<sup>1</sup> Based on 10-percent sample of applications filed prior to 1938.

group of women up to 55 years of age accounted for some of the differences.

The increasing proportion of women among applicants for account numbers since the beginning of the old-age insurance program is evident in the sex ratio for each period shown in table 3. Not only for the total, but for almost every age group, the number of women per 100 men has increased; the most recent period showed the highest ratio of women per 100 men for any period. This fact may reflect the intermittency of women in the labor market, a fact which is of particular importance in the applications for account numbers at this stage of the program. An increase in the proportion of women may be expected to continue for some time. Eventually, however, the reentrance into the labor market of women who have previously worked in covered employment and therefore hold account numbers will tend to lessen the number of older women applying for such numbers. This decrease, in turn, will reduce the ratios of women to men applicants. The number of women per 100 men was 64 for the applications of the first 3 months of 1939 as compared with 38 for the period through December 1937. The

ratio of women to men for the younger age groups has changed relatively less than for the older age groups during the entire period of 1937-39. Further changes for the younger persons will depend largely upon changes in opportunities for covered employment for women as compared with men, except as possible changes in coverage may affect the sex distribution of the new applicants.

Table 4 gives the age distribution by color and sex for 5-year age groups for the first quarter of 1939. Comparable data for the earlier periods have been published in the Bulletin.

Thus far the analysis by age has been made of data grouped for 5-year age periods. Tabulations by single years of age are useful in providing data from which the number of persons reaching age 65 may be subtracted from the cumulative total; they also make it possible to add to previous totals the number of new applicants in different years. No such adjustments have as yet been made, but it is planned in the near future to present a cumulative total from which the probable number of deaths will have been subtracted from each age group. It should be noted that the data for actual reported age by single years show peaks in

Table 4.—Distribution of applicants for account numbers by age, sex, and color in January-March 1939

Age group (years)	Number of applicants								
	Total	Male				Female			
		Total	White	Negro	Other	Total	White	Negro	Other
Total.....	1,427,069	878,331	736,003	132,376	9,952	548,738	490,622	55,522	2,994
Under 15.....	5,394	4,017	3,391	611	15	1,377	1,200	168	9
15-19.....	354,405	198,009	176,482	20,518	1,009	156,396	149,741	6,627	628
20-24.....	296,813	177,673	146,668	29,509	1,496	119,140	106,170	12,267	703
25-29.....	174,235	102,404	80,214	20,555	1,635	71,831	60,970	10,524	337
30-34.....	131,229	76,992	61,200	14,382	1,410	54,237	46,337	7,668	232
35-39.....	112,843	67,465	53,512	12,713	1,240	45,378	38,350	6,807	221
40-44.....	91,377	58,340	48,136	9,327	877	33,037	28,399	4,465	173
45-49.....	78,141	52,901	44,288	7,899	714	25,240	22,044	3,077	119
50-54.....	63,429	45,736	39,314	5,816	606	17,693	15,643	1,971	79
55-59.....	49,432	37,682	32,706	4,586	390	11,750	10,426	1,278	46
60-64.....	35,104	28,522	25,575	2,594	353	6,582	5,953	611	18
65 and over.....	32,222	26,655	23,258	3,218	179	5,567	5,032	512	23
Unknown.....	2,445	1,935	1,259	648	28	510	337	147	6
Percentage distribution									
Total.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Under 15.....	0.4	0.5	0.5	0.5	0.2	0.3	0.3	0.3	0.4
15-19.....	24.8	22.5	24.0	15.5	10.1	28.5	30.5	10.9	24.2
20-24.....	20.8	20.2	19.9	22.3	15.0	21.7	21.6	22.1	27.1
25-29.....	12.2	11.7	10.9	15.5	16.4	13.1	12.4	19.0	13.0
30-34.....	9.2	8.8	8.3	10.9	14.2	9.9	9.5	13.8	8.9
35-39.....	7.9	7.7	7.3	9.6	12.5	8.3	7.8	12.3	8.5
40-44.....	6.4	6.6	6.5	7.0	8.8	6.0	5.8	8.0	6.7
45-49.....	5.5	6.0	6.0	6.0	7.2	4.6	4.5	5.5	4.6
50-54.....	4.4	5.2	5.3	4.4	6.1	3.2	3.2	3.5	3.0
55-59.....	3.5	4.3	4.4	3.5	3.9	2.1	2.1	2.3	1.8
60-64.....	2.5	3.3	3.5	1.9	3.5	1.2	1.2	1.1	0.7
65 and over.....	2.2	3.0	3.2	2.4	1.8	1.0	1.0	0.9	0.9
Unknown.....	0.2	0.2	0.2	0.5	0.3	0.1	0.1	0.3	0.2

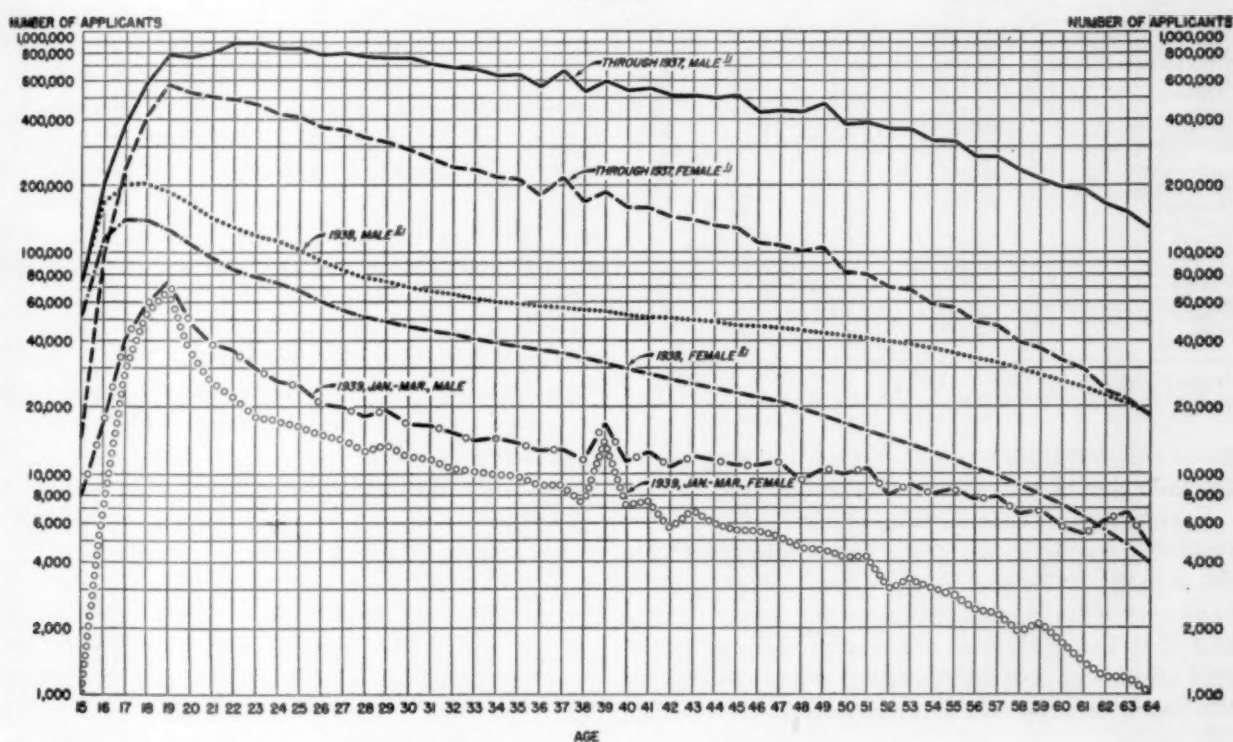
the number of persons reported as of certain ages. These irregularities in the age distributions appear to be equally great among both men and women, as may be seen in chart I. Since the tabulations for 1938 were not by single years of age it has been necessary to interpolate the figures for that year from the grouped data.

### Applications for Account Numbers by States

State figures of the number of applications for account numbers show wide variations in the volume for the year 1938 and for the first quarters of 1938 and 1939, if measured by the total for the period through December 1937. (See table 5.) Applications for the entire year 1938 constituted the highest percentage of the previous State total in Mississippi and the lowest percentage in Massachusetts—32.8 percent and 7.0 percent, respectively. For the first quarter of 1938, the number of applications was relatively highest in Kentucky and lowest in Massachusetts—7.3 percent and 1.3 percent, respectively, of the total through Decem-

ber 1937. The States in which applications are high in 1938 and 1939 in comparison with the total through December 1937 include especially Alabama, Arizona, Arkansas, Florida, Georgia, Idaho, Kentucky, Louisiana, Mississippi, Missouri, Montana, New Mexico, Tennessee, and Texas. In some other States the rate of applications is high in one or two but not in all three of the more recent periods. For the most part, the States in which the applications were high for 1938 and for the first quarter of 1939 on the basis of the total through 1937 were either Southern or Western States. This fact is significant because in the earlier period, i. e., November 1936–December 1937, the more industrialized States of the East and the Middle Atlantic area accounted for larger percentages of total applicants than would have been expected on the basis of the number of gainful workers in those States in 1930. The applications for 1938 and 1939 may therefore raise the States which had relatively fewer applications in the initial period more nearly to their expected proportion of applicants on the 1930 basis. Differ-

Chart I.—Number of applicants for account numbers, by single years of age for each sex in specified periods of 1936–39



<sup>1</sup> Based on 10-percent sample of applications filed prior to 1938.

<sup>2</sup> Figures interpolated from 5-year age groups.



**Table 5.—Total number of applicants for account numbers in November 1936–December 1937 and ratio to this total of applicants in subsequent periods <sup>1</sup>**

State	Total number of applicants, November 1936–December 1937 <sup>2</sup>	Ratio to total in November 1936–December 1937 of applicants in—		
		January–March 1939	January–March 1938	January–December 1938
Total.....	34, 978, 410	4.0	3.3	15.8
Alabama.....	457, 330	6.4	5.5	23.8
Alaska.....	15, 360	5.2	2.1	22.7
Arizona.....	113, 500	7.6	7.1	26.6
Arkansas.....	231, 730	11.2	4.7	31.4
California.....	2, 133, 640	5.2	2.9	18.9
Colorado.....	271, 490	5.5	3.4	16.1
Connecticut.....	598, 670	2.5	1.7	7.9
Delaware.....	78, 820	4.8	2.6	13.9
District of Columbia.....	220, 360	4.6	4.3	17.3
Florida.....	463, 040	7.6	5.6	22.5
Georgia.....	593, 280	6.5	3.8	22.4
Hawaii.....	117, 800	4.0	1.9	22.6
Idaho.....	105, 790	6.0	5.3	28.0
Illinois.....	2, 539, 630	3.1	2.1	11.0
Indiana.....	951, 380	3.0	2.3	13.2
Iowa.....	448, 580	3.9	2.6	17.3
Kansas.....	353, 690	4.3	3.7	17.9
Kentucky.....	482, 540	7.1	7.3	31.2
Louisiana.....	446, 080	5.6	6.3	31.2
Maine.....	235, 400	3.3	3.0	18.5
Maryland.....	502, 250	3.7	3.2	15.2
Massachusetts.....	1, 517, 600	2.6	1.3	7.0
Michigan.....	1, 682, 200	2.7	2.5	11.7
Minnesota.....	601, 190	2.9	3.0	17.8
Mississippi.....	236, 020	9.1	6.5	32.8
Missouri.....	931, 750	4.9	4.2	20.4
Montana.....	118, 920	6.0	6.3	31.3
Nebraska.....	234, 830	5.4	3.3	20.9
Nevada.....	31, 200	6.5	3.3	22.5
New Hampshire.....	118, 460	4.8	3.4	18.7
New Jersey.....	1, 320, 960	3.0	2.3	14.4
New Mexico.....	78, 920	12.0	5.8	28.4
New York.....	4, 838, 720	2.9	3.5	13.3
North Carolina.....	704, 380	4.7	2.8	18.2
North Dakota.....	78, 020	6.9	3.4	26.2
Ohio.....	2, 135, 120	3.3	3.2	13.9
Oklahoma.....	475, 200	5.6	5.1	19.0
Oregon.....	301, 180	5.2	3.0	20.0
Pennsylvania.....	3, 081, 790	2.4	2.9	11.1
Rhode Island.....	260, 660	3.4	1.8	9.3
South Carolina.....	357, 900	6.1	3.5	20.3
South Dakota.....	90, 440	6.2	3.9	22.7
Tennessee.....	533, 090	5.8	4.5	21.4
Texas.....	1, 370, 420	6.0	6.3	24.6
Utah.....	129, 020	3.9	4.4	20.6
Vermont.....	82, 520	3.9	2.3	14.9
Virginia.....	532, 870	5.4	3.5	21.5
Washington.....	489, 710	4.3	2.2	16.0
West Virginia.....	479, 700	3.5	4.2	13.2
Wisconsin.....	744, 570	2.8	1.9	11.0
Wyoming.....	54, 570	4.3	3.9	20.3

<sup>1</sup> Based on persons aged 15–64.

<sup>2</sup> Based on 10-percent sample of applications filed prior to 1938.

ences will continue to exist, however, because of the exclusion of agricultural workers.

Several factors may be responsible for the interstate differences in the early registrations and in the subsequent rates of applications. There may have been a lag in certain States, due partly to the fact that many workers were relatively far from field offices <sup>7</sup> or that knowledge of the provisions of the Social Security Act was less widespread among

<sup>7</sup> The issuing of account numbers was taken over by the field offices of the Bureau of Old-Age Insurance on July 1, 1937.

both employers and wage earners, especially in the less industrialized States. The use of social security account numbers for unemployment compensation programs which became effective at different dates may also have caused applications to reach high points at certain times. In addition, different rates of turn-over in the labor market probably affected applications, a factor which will continue to be important.

The distribution of applicants by sex, as well as by color and age, provides information on inter-

**Table 6.—Ratio (percent) <sup>1</sup> of female to total applicants for account numbers in specified periods of 1936–39, by States**

State	Ratio (percent) of female to total applicants in—			
	January–March 1939	January–March 1938	January–December 1938	November 1936–December 1937 <sup>2</sup>
Total.....	39.0	32.0	37.3	27.7
Alabama.....	25.4	21.7	25.1	21.6
Alaska.....	24.0	22.2	22.4	19.9
Arizona.....	33.0	26.6	30.6	18.0
Arkansas.....	21.8	22.4	23.6	19.8
California.....	44.0	35.4	42.6	29.8
Colorado.....	34.6	31.1	36.8	26.2
Connecticut.....	46.3	32.0	41.3	31.8
Delaware.....	46.2	30.6	44.2	31.0
District of Columbia.....	42.5	33.6	37.1	31.3
Florida.....	39.9	38.2	35.9	26.2
Georgia.....	28.8	32.1	32.8	29.7
Hawaii.....	27.0	26.2	31.1	22.7
Idaho.....	32.1	26.0	30.4	21.7
Illinois.....	41.7	39.8	44.8	29.1
Indiana.....	43.7	35.8	43.2	26.6
Iowa.....	37.5	33.4	38.5	27.6
Kansas.....	39.2	37.5	38.4	24.5
Kentucky.....	30.0	26.5	30.0	22.6
Louisiana.....	28.3	21.0	24.0	20.5
Maine.....	41.4	28.0	41.6	36.2
Maryland.....	42.3	37.0	44.1	29.1
Massachusetts.....	49.3	38.4	44.5	32.4
Michigan.....	45.4	33.9	41.0	22.7
Minnesota.....	39.4	29.3	38.0	26.8
Mississippi.....	20.6	21.3	20.1	22.4
Missouri.....	38.3	32.2	35.6	29.9
Montana.....	31.8	25.0	30.3	26.1
Nebraska.....	36.8	28.7	34.3	28.0
Nevada.....	36.3	28.9	30.7	16.4
New Hampshire.....	48.6	35.7	42.1	32.4
New Jersey.....	47.6	36.6	42.3	30.9
New Mexico.....	23.3	21.0	22.7	17.0
New York.....	47.4	36.7	42.1	30.9
North Carolina.....	30.0	29.6	32.2	22.8
North Dakota.....	31.7	29.1	32.4	26.6
Ohio.....	45.3	34.3	41.8	25.7
Oklahoma.....	36.0	27.5	31.1	20.3
Oregon.....	34.7	25.2	35.6	26.0
Pennsylvania.....	44.8	32.2	40.5	26.2
Rhode Island.....	52.2	38.7	45.0	36.4
South Carolina.....	28.1	25.1	25.8	26.8
South Dakota.....	33.9	29.5	34.2	27.2
Tennessee.....	29.4	27.5	31.0	27.7
Texas.....	35.7	27.7	31.8	22.9
Utah.....	42.5	30.9	39.3	26.0
Vermont.....	38.1	31.9	38.2	27.2
Virginia.....	30.3	29.9	33.6	28.1
Washington.....	37.5	31.6	39.2	25.1
West Virginia.....	34.7	21.4	27.4	16.8
Wisconsin.....	38.1	32.8	40.3	25.8
Wyoming.....	35.7	31.2	31.6	20.4

<sup>1</sup> Based on persons aged 15–64.

<sup>2</sup> Based on 10-percent sample of applications filed prior to 1938.

state differences in the relative volume of applications. It also brings out other interstate differences which are in themselves significant. For example, State variations from the national trend in the increase in the percentage of women or of Negroes to total applicants are important. The question may be asked whether the high volume of applications in recent months in certain States can be accounted for by disproportionately large numbers of women—or, in Southern States, of Negroes—who have applied for account numbers. As to the contributing influence of the number of women, the answer is clearly negative, since most of the States in which the percentage of women was highest in 1938 and in the first quarter of 1939 were not States in which the volume of applications in these more recent months was relatively high. They were, instead, largely the States in which the percentage of women to the total applicants was higher than for the United States in the earlier period, i. e., up to January 1, 1938. (See table 6.)

To some extent it appears that the relatively greater number of applications from Negroes is responsible for the increase in the total number of applications in some States in the first quarter of 1939 as compared with the same months of 1938. (See table 7.) This was the case in the Southern States. Since, however, the increasing number of Negro applicants was not entirely responsible for the total increase in the country as a whole, it appears that the factors operating to increase the proportionate number of applications in certain States in the most recent months affected white wage earners as well. A lag in applications in Southern and Western States due to ignorance of the requirements or other special situations may have been an important factor. If interstate differences continue in the number of current applications as compared with a total as of a previous date, they would seem to indicate a reflection of wide differences in labor-market conditions.

The age distribution of the applicants in the individual States is presented in tables 8 and 9. In order to simplify the picture, yet to bring out the essential differences more clearly than by an average, the men and women applicants have been grouped into three age groups. These data indicate that the percentage of total applicants who were under 25 years of age has increased in more

recent months when compared with the percentages for the period through December 1937 for both men and women in each State. The relative number of young persons among the totals for the first quarter of 1939 was, however, lower than was the case in the two last quarters of 1938. In spite of this uniformity of movement among the States in the changes in the proportion of young persons among applicants over the entire period, the interstate differences in the percentages in each of the three age groups were large.

Table 7.—Ratio (percent)<sup>1</sup> of Negro to total applicants for account numbers in specified periods of 1936–39, by States

State	Ratio (percent) of Negro to total applicants in—			
	January– March 1939	January– March 1938	January– December 1938	November 1936– December 1937 <sup>2</sup>
Total.....	13.2	14.7	14.3	7.5
Alabama.....	33.1	37.6	37.2	31.8
Alaska.....	.4	.....	.2	.2
Arizona.....	6.1	5.0	7.5	3.6
Arkansas.....	28.0	24.6	27.6	21.5
California.....	4.2	3.6	3.8	1.4
Colorado.....	1.4	1.7	1.7	1.4
Connecticut.....	2.5	5.4	4.3	1.6
Delaware.....	28.3	17.3	24.7	15.5
District of Columbia.....	35.5	49.1	41.9	26.3
Florida.....	32.1	31.4	33.6	28.0
Georgia.....	35.5	39.8	40.6	29.8
Hawaii.....	.2	.....	.1	.1
Idaho.....	.1	.2	.2	.2
Illinois.....	9.9	7.8	8.2	5.2
Indiana.....	6.5	8.9	8.1	4.5
Iowa.....	.8	1.3	1.3	1.4
Kansas.....	6.7	8.4	6.8	5.0
Kentucky.....	10.5	12.6	11.0	10.9
Louisiana.....	40.5	39.4	39.0	31.6
Maine.....	.2	.2	.3	.1
Maryland.....	25.9	31.7	30.0	17.5
Massachusetts.....	1.2	1.6	1.7	.9
Michigan.....	7.1	10.5	11.3	4.4
Minnesota.....	.5	1.2	.8	.6
Mississippi.....	42.1	44.3	46.6	37.6
Missouri.....	13.0	16.5	14.4	7.0
Montana.....	.8	.6	.6	.3
Nebraska.....	2.1	2.5	2.4	2.5
Nevada.....	.9	.6	1.4	.9
New Hampshire.....	.2	.1	.6	.2
New Jersey.....	12.9	8.9	11.8	5.2
New Mexico.....	1.3	2.1	1.6	1.4
New York.....	9.1	11.1	10.0	3.6
North Carolina.....	28.6	32.4	37.4	25.2
North Dakota.....	.1	.....	.1	.1
Ohio.....	10.3	16.1	13.9	5.4
Oklahoma.....	10.5	11.4	9.4	6.5
Oregon.....	.4	.3	.4	.2
Pennsylvania.....	6.2	9.4	8.0	4.9
Rhode Island.....	1.6	2.0	1.7	.9
South Carolina.....	38.8	48.4	47.7	28.7
South Dakota.....	.2	.2	.2	.2
Tennessee.....	24.1	28.3	24.6	19.4
Texas.....	16.5	17.1	17.2	13.0
Utah.....	.5	.5	1.3	.3
Vermont.....	.1	.2	.4	.2
Virginia.....	30.6	33.5	34.0	25.9
Washington.....	.8	.6	.9	.4
West Virginia.....	4.2	7.2	6.7	7.7
Wisconsin.....	.5	.7	.6	.6
Wyoming.....	.5	.3	.5	.5

<sup>1</sup> Based on persons aged 15–64.

<sup>2</sup> Based on 10-percent sample of applications filed prior to 1938.

**Table 8.—Percentage distribution by age group of male applicants for account numbers in specified periods of 1936-39, by States <sup>1</sup>**

Period	Age group and State															
	Total	15-24	25-44	45-64	Total	15-24	25-44	45-64	Total	15-24	25-44	45-64	Total	15-24	25-44	45-64
<b>Alabama</b>																
Nov. 1936-Dec. 1937.....	100.0	27.7	54.0	18.3	100.0	22.5	50.9	26.6	100.0	22.7	49.0	28.3	100.0	25.1	46.8	28.1
1938 total.....	100.0	42.3	42.8	14.9	100.0	44.9	34.1	21.0	100.0	36.6	35.1	28.3	100.0	56.0	26.7	17.3
1938 1st quarter.....	100.0	34.7	46.5	18.8	100.0	33.5	39.1	27.4	100.0	25.9	39.7	34.4	100.0	36.3	33.8	29.9
1939 1st quarter.....	100.0	41.5	43.4	15.1	100.0	44.7	33.4	21.9	100.0	36.3	37.6	26.1	100.0	63.6	23.1	13.3
<b>Alaska</b>																
Nov. 1936-Dec. 1937.....	100.0	19.9	49.1	31.0	100.0	25.3	50.5	24.2	100.0	26.2	50.4	23.4	100.0	35.5	48.6	15.7
1938 total.....	100.0	28.0	42.6	29.4	100.0	43.4	31.5	25.1	100.0	43.9	35.4	20.7	100.0	54.1	34.8	11.1
1938 1st quarter.....	100.0	13.4	46.8	39.8	100.0	27.8	38.0	34.2	100.0	35.7	38.2	26.1	100.0	45.2	39.9	14.9
1939 1st quarter.....	100.0	24.0	40.9	35.1	100.0	49.3	30.3	20.4	100.0	44.4	35.6	20.0	100.0	51.0	36.3	12.7
<b>Arizona</b>																
Nov. 1936-Dec. 1937.....	100.0	28.7	50.9	20.4	100.0	25.9	48.9	25.2	100.0	20.8	49.8	29.4	100.0	27.2	48.4	24.4
1938 total.....	100.0	38.6	39.7	21.7	100.0	48.7	32.1	19.2	100.0	32.1	40.4	27.5	100.0	45.7	35.2	19.1
1938 1st quarter.....	100.0	31.3	43.8	24.9	100.0	36.5	37.2	26.3	100.0	24.1	41.8	34.1	100.0	39.1	37.2	23.7
1939 1st quarter.....	100.0	39.4	38.4	22.2	100.0	50.5	32.3	17.2	100.0	28.6	38.2	33.2	100.0	50.0	32.7	17.3
<b>Arkansas</b>																
Nov. 1936-Dec. 1937.....	100.0	26.2	54.1	19.7	100.0	27.2	49.2	23.6	100.0	27.3	45.2	27.5	100.0	27.0	54.0	19.0
1938 total.....	100.0	40.0	44.6	15.4	100.0	49.5	32.4	18.1	100.0	49.4	28.1	22.5	100.0	42.6	41.3	16.1
1938 1st quarter.....	100.0	32.4	47.8	19.8	100.0	39.1	36.6	24.3	100.0	31.5	32.8	35.7	100.0	35.1	45.2	19.7
1939 1st quarter.....	100.0	36.2	44.7	19.1	100.0	48.3	31.6	20.1	100.0	49.9	27.6	22.5	100.0	44.0	41.5	14.5
<b>California</b>																
Nov. 1936-Dec. 1937.....	100.0	22.3	52.5	25.2	100.0	24.9	53.5	21.6	100.0	24.4	49.0	26.6	100.0	27.6	54.7	17.7
1938 total.....	100.0	35.9	39.7	24.4	100.0	41.4	39.4	19.2	100.0	46.3	31.1	22.6	100.0	44.5	39.9	15.6
1938 1st quarter.....	100.0	27.1	42.8	30.1	100.0	34.5	43.1	22.4	100.0	36.7	37.8	25.5	100.0	36.6	44.0	19.4
1939 1st quarter.....	100.0	32.2	38.6	29.2	100.0	46.4	37.0	16.6	100.0	47.9	30.1	22.0	100.0	43.5	40.0	16.5
<b>Colorado</b>																
Nov. 1936-Dec. 1937.....	100.0	26.2	49.8	24.0	100.0	26.5	54.6	18.9	100.0	28.6	53.4	18.0	100.0	29.4	47.9	22.7
1938 total.....	100.0	44.9	36.8	18.3	100.0	38.3	43.2	18.5	100.0	39.9	42.1	18.0	100.0	48.5	32.9	19.5
1938 1st quarter.....	100.0	35.7	40.5	23.8	100.0	35.1	45.6	19.3	100.0	34.6	46.5	18.9	100.0	35.0	39.9	25.1
1939 1st quarter.....	100.0	40.2	38.3	21.5	100.0	42.8	41.5	15.7	100.0	35.7	42.9	21.4	100.0	49.8	34.1	16.1
<b>Connecticut</b>																
Nov. 1936-Dec. 1937.....	100.0	24.8	47.1	28.1	100.0	24.3	47.8	27.9	100.0	20.7	52.0	27.3	100.0	27.1	46.6	26.3
1938 total.....	100.0	47.7	30.3	22.0	100.0	45.2	33.1	21.7	100.0	39.9	38.3	21.8	100.0	45.4	33.7	20.9
1938 1st quarter.....	100.0	32.2	35.9	31.9	100.0	31.8	39.7	28.5	100.0	29.9	41.9	28.2	100.0	33.3	38.4	28.3
1939 1st quarter.....	100.0	55.4	28.0	16.6	100.0	44.7	34.6	20.7	100.0	43.6	36.9	19.5	100.0	43.9	34.9	21.2
<b>Delaware</b>																
Nov. 1936-Dec. 1937.....	100.0	27.0	48.6	24.4	100.0	26.6	50.9	22.5	100.0	32.6	51.8	15.6	100.0	30.1	51.2	18.7
1938 total.....	100.0	45.4	36.6	18.0	100.0	45.3	35.3	19.4	100.0	51.9	37.1	11.0	100.0	49.4	36.5	14.1
1938 1st quarter.....	100.0	33.5	40.6	25.9	100.0	33.6	40.4	26.0	100.0	41.3	42.7	16.0	100.0	38.1	43.6	18.3
1939 1st quarter.....	100.0	42.7	37.5	19.8	100.0	49.2	33.5	17.3	100.0	49.0	38.7	12.3	100.0	50.0	35.6	14.4
<b>District of Columbia</b>																
Nov. 1936-Dec. 1937.....	100.0	25.6	55.7	18.7	100.0	23.5	47.2	29.3	100.0	26.2	51.3	22.5	100.0	21.9	49.8	28.3
1938 total.....	100.0	40.9	43.3	15.8	100.0	54.5	29.1	16.4	100.0	46.9	36.1	17.0	100.0	39.1	37.0	23.9
1938 1st quarter.....	100.0	30.7	49.8	19.5	100.0	41.4	35.6	23.0	100.0	35.8	40.3	23.9	100.0	28.7	40.8	30.5
1939 1st quarter.....	100.0	46.2	40.0	13.8	100.0	58.1	27.4	14.5	100.0	43.1	36.2	20.7	100.0	36.0	37.0	27.0
<b>Florida</b>																
Nov. 1936-Dec. 1937.....	100.0	26.6	53.1	20.3	100.0	24.1	51.8	24.1	100.0	23.5	50.1	26.4	100.0	25.5	52.4	22.1
1938 total.....	100.0	41.8	41.4	16.8	100.0	42.5	32.1	25.4	100.0	43.0	32.4	24.6	100.0	49.1	33.1	17.8
1938 1st quarter.....	100.0	36.9	45.1	18.0	100.0	32.7	37.3	30.0	100.0	31.8	37.1	31.1	100.0	36.0	39.5	24.5
1939 1st quarter.....	100.0	41.4	40.5	18.1	100.0	51.8	28.2	20.0	100.0	45.9	28.2	25.9	100.0	60.4	26.4	13.2
<b>Georgia</b>																
Nov. 1936-Dec. 1937.....	100.0	31.2	52.3	16.5	100.0	24.4	49.3	26.3	100.0	23.8	56.4	19.8	100.0	23.7	51.1	25.2
1938 total.....	100.0	49.5	39.0	11.5	100.0	43.2	34.3	22.5	100.0	42.6	40.2	17.2	100.0	46.6	33.2	20.2
1938 1st quarter.....	100.0	40.6	44.4	15.0	100.0	30.2	38.2	31.6	100.0	32.7	45.5	21.8	100.0	32.6	39.3	28.1
1939 1st quarter.....	100.0	43.2	41.5	15.3	100.0	48.5	33.0	18.5	100.0	40.4	39.2	20.4	100.0	46.4	31.6	22.0
<b>Hawaii</b>																
Nov. 1936-Dec. 1937.....	100.0	32.6	52.0	15.4	100.0	30.7	53.8	15.5	100.0	22.1	46.6	31.3	100.0	25.9	51.4	22.7
1938 total.....	100.0	39.8	46.5	13.7	100.0	40.2	46.8	13.0	100.0	36.3	38.2	25.5	100.0	44.4	36.6	19.0
1938 1st quarter.....	100.0	28.2	54.3	17.5	100.0	32.0	50.7	17.3	100.0	24.9	42.4	32.7	100.0	33.0	38.5	28.5
1939 1st quarter.....	100.0	27.3	51.3	21.4	100.0	35.1	50.6	14.3	100.0	35.3	36.6	28.1	100.0	40.1	40.0	19.9
<b>Idaho</b>																
Nov. 1936-Dec. 1937.....	100.0	27.2	49.6	23.2	100.0	22.3	52.5	25.2	100.0	24.2	49.2	26.6	100.0	24.8	49.2	26.0
1938 total.....	100.0	41.5	37.0	21.5	100.0	37.7	38.7	23.6	100.0	48.8	29.9	21.3	100.0	48.8	29.9	21.3
1938 1st quarter.....	100.0	31.8	41.4	26.8	100.0	30.0	41.8	28.2	100.0	35.6	35.5	28.9	100.0	35.6	35.5	28.9
1939 1st quarter.....	100.0	38.8	37.7	23.5	100.0	40.0	36.9	23.1	100.0	54.8	28.1	17.1	100.0	54.8	28.1	17.1
<b>Illinois</b>																
Nov. 1936-Dec. 1937.....	100.0	22.5	50.9	26.6	100.0	22.5	50.9	26.6	100.0	22.7	49.0	28.3	100.0	25.1	46.8	28.1
1938 total.....	100.0	44.9	34.1	21.0	100.0	44.9	34.1	21.0	100.0	36.6	35.1	28.3	100.0	56.0	26.7	17.3
1938 1st quarter.....	100.0	34.7	46.5	18.8	100.0	33.5	39.1	27.4	100.0	25.9	39.7	34.4	100.0	36.3	33.8	29.9
1939 1st quarter.....	100.0	41.5	43.4	15.1	100.0	44.7	33.4	21.9	100.0	36.3	37.6	26.1	100.0	63.6	23.1	13.3
<b>Indiana</b>																
Nov. 1936-Dec. 1937.....	100.0	25.3	50.5	24.2	100.0	25.3	50.5	24.2	100.0	26.2	50.4	23.4	100.0	35.5	48.6	15.7
1938 total.....	100.0	43.4	31.5	25.1	100.0	43.4	31.5	25.1	100.0	43.9	35.4	20.7	100.0	54.1	34.8	11.1
1938 1st quarter.....	100.0	27.8	38.0	34.2	100.0	27.8	38.0	34.2	100.0	35.7	38.2	26.1	100.0	45.2	39.9	14.9
1939 1st quarter.....	100.0	49.3	30.3	20.4	100.0	49.3	30.3	20.4	100.0	44.4	35.6	20.0	100.0	51.0	36.3	12.7
<b>Iowa</b>																
Nov. 1936-Dec. 1937.....	100.0	25.9	48.9	25.2	100.0	25.9	48.9	25.2	100.0	20.8	49.8	29.4	100.0	27.2	48.4	24.4
1938 total.....	100.0	48.7	32.1	19.2	100.0	48.7	32.1	19.2	100.0	32.1	40.4	27.5	100.0	45.7	35.2	19.1
1938 1st quarter.....	100.0	36.5	37.2	26.3	100.0	36.5	37.2	26.3	100.0	24.1	41.8	34.1	100.0	39.1	37.2	23.7
1939 1st quarter.....	100.0	50.5	32.3	17.2	100.0	50.5	32.3	17.2	100.0	28.6	38.2	33.2	100.0	50.0	32.7	17.3
<b>Kansas</b>																
Nov. 1936-Dec. 1937.....	100.0	27.2	49.2	23.6	100.0	27.2	49.2	23.6	100.0	27.3	45.2	27.5	100.0	27.0	54.0	19.0
1938 total.....	100.0	49.5	32.4	18.1	100.0	49.5	32.4	18.1	100.0	49.4	28.1	22.5	100.0	42.6	41.3	16.1
1938 1st quarter.....	100.0	39.1	36.6	24.3	100.0	39.1	36.6	24.3	100.0	31.5	32.8	35.7	100.0	35.1	45.2	19.7
1939 1st quarter.....	100.0	48.3	31.6	20.1	100.0	48.3	31.6	20.1	100.0	49.9	27.6	22.5	100.0	44.0	41.5	14.5
<b>Kentucky</b>																
Nov. 1936-Dec. 1937.....	100.0	24.9	53.5	21.6	100.0	24.9	53.5	21.6	100.0	24.4	49.0	26.6	100.0	27.6	54.7	17.7
1938 total.....	100.0	41.4	39.4	19.2	100.0	41.4	39.4	19.2	100.0	46.3	31.1	22.6	100.0	44.5	39.9	15.6
1938 1st quarter.....	100.0	34.5	43.1	22.4	100.0	34.5	43.1	22.4	100.0	36.7	37.8	25.5	100.0	36.6	44.0	19.4
1939 1st quarter.....	100.0	46.4	37													



Table 9.—Percentage distribution by age group of female applicants for account numbers in specified periods of 1936-39, by States<sup>1</sup>

Period	Age group and State															
	Total	15-24	25-44	45-64	Total	15-24	25-44	45-64	Total	15-24	25-44	45-64	Total	15-24	25-44	45-64
Alabama																
Nov. 1936-Dec. 1937	100.0	38.5	51.0	10.5	100.0	39.6	48.8	11.6	100.0	40.7	43.1	16.2	100.0	37.4	49.0	13.6
1938 total	100.0	46.8	43.6	9.6	100.0	51.5	38.7	9.8	100.0	53.5	30.8	15.7	100.0	56.4	35.0	8.6
1938 1st quarter	100.0	44.9	44.5	10.6	100.0	41.6	46.4	12.0	100.0	48.0	34.8	17.2	100.0	44.6	40.8	14.6
1939 1st quarter	100.0	56.1	37.5	6.4	100.0	51.2	38.4	10.4	100.0	53.7	31.8	14.5	100.0	58.2	33.0	8.8
Alaska																
Nov. 1936-Dec. 1937	100.0	34.0	45.7	20.2	100.0	38.2	48.0	13.8	100.0	40.4	45.1	14.5	100.0	41.3	48.3	10.4
1938 total	100.0	39.8	44.4	15.8	100.0	47.8	37.3	14.9	100.0	51.4	35.0	13.6	100.0	56.7	36.6	6.7
1938 1st quarter	100.0	31.4	48.6	20.0	100.0	38.1	44.5	17.4	100.0	43.7	41.4	14.9	100.0	55.0	37.9	7.1
1939 1st quarter	100.0	30.4	56.0	13.6	100.0	49.8	38.5	11.7	100.0	54.7	34.0	11.3	100.0	60.8	34.1	5.1
Arizona																
Nov. 1936-Dec. 1937	100.0	39.0	49.5	11.5	100.0	40.9	45.1	14.0	100.0	34.4	48.2	17.4	100.0	45.3	38.9	15.8
1938 total	100.0	43.6	41.8	14.6	100.0	54.8	33.7	11.5	100.0	41.9	42.9	15.2	100.0	57.2	30.1	12.7
1938 1st quarter	100.0	39.0	46.8	14.2	100.0	47.3	39.0	13.7	100.0	37.2	47.6	15.2	100.0	54.2	32.0	13.8
1939 1st quarter	100.0	46.2	41.7	12.1	100.0	56.4	33.6	10.0	100.0	34.2	44.8	21.0	100.0	58.6	29.7	11.7
Arkansas																
Nov. 1936-Dec. 1937	100.0	38.1	48.7	13.2	100.0	40.1	44.9	15.0	100.0	35.7	46.9	17.4	100.0	35.8	53.1	11.1
1938 total	100.0	49.9	40.5	9.6	100.0	51.3	34.3	14.4	100.0	54.2	32.7	13.1	100.0	50.4	40.8	8.8
1938 1st quarter	100.0	46.5	45.0	8.5	100.0	42.1	40.3	17.6	100.0	42.1	39.2	18.7	100.0	44.3	46.5	9.2
1939 1st quarter	100.0	49.7	40.1	10.2	100.0	53.7	33.8	12.5	100.0	50.8	34.7	14.5	100.0	53.1	39.0	7.0
California																
Nov. 1936-Dec. 1937	100.0	31.8	51.3	16.9	100.0	37.8	48.9	13.3	100.0	43.7	44.9	11.4	100.0	38.9	50.2	10.9
1938 total	100.0	39.1	43.8	17.1	100.0	45.9	40.2	13.9	100.0	52.6	35.7	11.7	100.0	49.8	41.5	8.7
1938 1st quarter	100.0	35.1	46.8	18.1	100.0	43.3	43.0	13.7	100.0	46.4	41.7	11.9	100.0	44.6	45.5	9.9
1939 1st quarter	100.0	38.7	42.6	18.7	100.0	49.1	39.6	11.3	100.0	50.1	36.0	13.9	100.0	48.2	43.2	8.6
Colorado																
Nov. 1936-Dec. 1937	100.0	37.2	47.7	15.1	100.0	39.7	49.7	10.6	100.0	44.8	43.9	11.3	100.0	48.8	39.4	11.8
1938 total	100.0	51.3	36.9	11.8	100.0	46.1	41.1	12.8	100.0	52.2	39.2	8.6	100.0	58.1	30.9	11.0
1938 1st quarter	100.0	42.5	43.4	14.1	100.0	44.6	44.7	10.7	100.0	48.2	42.1	9.7	100.0	53.0	35.1	11.9
1939 1st quarter	100.0	51.8	35.4	13.1	100.0	49.9	40.2	9.9	100.0	50.9	40.6	8.5	100.0	60.9	30.3	8.8
Connecticut																
Nov. 1936-Dec. 1937	100.0	41.1	47.3	11.6	100.0	34.5	47.5	18.0	100.0	36.7	49.7	13.6	100.0	37.7	46.0	16.3
1938 total	100.0	56.4	34.2	9.4	100.0	52.1	33.9	14.0	100.0	47.8	39.4	12.8	100.0	51.9	34.1	14.0
1938 1st quarter	100.0	46.0	42.1	11.9	100.0	39.5	41.9	18.6	100.0	44.4	41.4	14.2	100.0	40.7	41.7	17.6
1939 1st quarter	100.0	58.9	32.8	8.3	100.0	51.2	35.7	13.1	100.0	49.4	38.9	11.7	100.0	52.7	34.0	13.3
Delaware																
Nov. 1936-Dec. 1937	100.0	39.4	46.6	14.0	100.0	41.6	45.4	13.0	100.0	40.0	50.9	9.1	100.0	39.4	49.3	11.3
1938 total	100.0	49.6	38.1	12.3	100.0	48.2	39.4	12.4	100.0	55.4	37.4	7.2	100.0	54.0	38.1	7.9
1938 1st quarter	100.0	42.5	44.3	13.2	100.0	41.0	44.8	14.2	100.0	50.1	42.6	7.3	100.0	45.7	45.9	8.4
1939 1st quarter	100.0	45.7	43.4	10.9	100.0	49.9	39.9	10.2	100.0	59.0	35.7	5.3	100.0	55.8	37.3	6.9
District of Columbia																
Nov. 1936-Dec. 1937	100.0	34.8	53.9	11.3	100.0	36.2	47.6	16.2	100.0	46.7	40.8	12.5	100.0	35.6	48.4	16.0
1938 total	100.0	45.2	45.7	9.1	100.0	55.4	33.9	10.7	100.0	62.5	27.9	9.6	100.0	47.1	38.5	14.4
1938 1st quarter	100.0	36.3	52.9	10.8	100.0	43.9	41.6	14.5	100.0	55.7	34.3	10.0	100.0	41.9	43.3	14.8
1939 1st quarter	100.0	44.0	47.1	8.9	100.0	61.1	30.2	8.7	100.0	61.0	28.5	10.5	100.0	49.1	35.6	15.3
Florida																
Nov. 1936-Dec. 1937	100.0	35.8	51.0	13.2	100.0	43.3	46.6	10.1	100.0	38.5	48.5	13.0	100.0	45.1	43.7	11.2
1938 total	100.0	43.7	44.7	11.6	100.0	49.7	37.9	12.4	100.0	43.1	40.9	16.0	100.0	50.2	35.2	11.6
1938 1st quarter	100.0	40.9	48.7	10.4	100.0	43.4	44.1	12.5	100.0	36.6	47.5	15.9	100.0	40.2	44.2	15.6
1939 1st quarter	100.0	42.8	45.5	11.7	100.0	54.0	35.4	10.6	100.0	49.9	36.9	13.2	100.0	61.4	31.9	6.7
Georgia																
Nov. 1936-Dec. 1937	100.0	39.2	51.2	9.6	100.0	40.3	46.1	13.6	100.0	35.7	51.0	13.3	100.0	38.7	48.5	12.8
1938 total	100.0	55.0	38.6	6.4	100.0	54.6	32.5	12.9	100.0	46.3	40.2	13.5	100.0	53.5	35.5	11.0
1938 1st quarter	100.0	50.0	43.3	6.7	100.0	45.8	37.9	16.3	100.0	40.1	44.2	15.7	100.0	43.8	44.7	11.8
1939 1st quarter	100.0	53.8	39.2	7.0	100.0	60.0	30.5	9.5	100.0	47.3	39.2	13.5	100.0	58.6	32.3	9.1
Hawaii																
Nov. 1936-Dec. 1937	100.0	52.8	39.1	8.1	100.0	38.5	49.1	12.4	100.0	32.7	46.8	20.5	100.0	41.8	44.3	13.9
1938 total	100.0	58.1	35.7	6.2	100.0	49.2	41.4	9.4	100.0	43.9	40.7	15.4	100.0	52.0	36.5	11.5
1938 1st quarter	100.0	53.4	37.4	9.2	100.0	45.0	43.2	11.8	100.0	38.9	45.3	15.8	100.0	46.5	40.4	13.1
1939 1st quarter	100.0	59.4	32.9	7.7	100.0	52.0	40.8	7.2	100.0	45.1	37.9	17.0	100.0	51.2	38.1	10.7
Idaho																
Nov. 1936-Dec. 1937	100.0	42.1	44.0	13.9	100.0	35.6	50.4	14.0	100.0	41.4	46.7	11.9				
1938 total	100.0	53.7	33.0	13.3	100.0	45.3	39.8	14.9	100.0	53.6	35.3	11.1				
1938 1st quarter	100.0	47.7	38.9	13.4	100.0	38.5	45.8	15.7	100.0	45.7	40.8	13.5				
1939 1st quarter	100.0	53.3	34.6	12.1	100.0	47.6	39.3	13.1	100.0	57.8	32.9	9.3				
Illinois																
Nov. 1936-Dec. 1937	100.0	39.6	48.8	11.6	100.0	39.6	48.8	11.6	100.0	40.7	43.1	16.2	100.0	37.4	49.0	13.6
1938 total	100.0	46.8	43.6	9.6	100.0	51.5	38.7	9.8	100.0	53.5	30.8	15.7	100.0	56.4	35.0	8.6
1938 1st quarter	100.0	44.9	44.5	10.6	100.0	41.6	46.4	12.0	100.0	48.0	34.8	17.2	100.0	44.6	40.8	14.6
1939 1st quarter	100.0	56.1	37.5	6.4	100.0	51.2	38.4	10.4	100.0	53.7	31.8	14.5	100.0	58.2	33.0	8.8
Indiana																
Nov. 1936-Dec. 1937	100.0	38.2	48.0	13.8	100.0	38.2	48.0	13.8	100.0	40.4	45.1	14.5	100.0	41.3	48.3	10.4
1938 total	100.0	47.8	37.3	14.9	100.0	47.8	37.3	14.9	100.0	51.4	35.0	13.6	100.0	56.7	36.6	6.7
1938 1st quarter	100.0	38.1	44.5	17.4	100.0	38.1	44.5	17.4	100.0	43.7	41.4	14.9	100.0	55.0	37.9	7.1
1939 1st quarter	100.0	49.8	38.5	11.7	100.0	49.8	38.5	11.7	100.0	54.7	34.0	11.3	100.0	60.8	34.1	5.1
Iowa																
Nov. 1936-Dec. 1937	100.0	40.9	45.1	14.0	100.0	40.9	45.1	14.0	100.0	34.4	48.2	17.4	100.0	45.3	38.9	15.8
1938 total	100.0	54.8	33.7	11.5	100.0	54.8	33.7	11.5	100.0	41.9	42.9	15.2	100.0	57.2	30.1	12.7
1938 1st quarter	100.0	47.3	39.0	13.7	100.0	47.3	39.0	13.7	100.0	37.2	47.6	15.2	100.0	54.2	32.0	13.8
1939 1st quarter	100.0	56.4	33.6	10.0	100.0	56.4	33.6	10.0	100.0	34.2	44.8	21.0	100.0	58.6	29.7	11.7
Kansas																
Nov. 1936-Dec. 1937	100.0	40.1	44.9	15.0	100.0	40.1	44.9	15.0	100.0	35.7	46.9	17.4	100.0	35.8	53.1	11.1
1938 total	100.0	51.3	34.3	14.4	100.0	51.3	34.3	14.4	100.0	54.2	32.7	13.1	100.0	50.4	40.8	8.8
1938 1st quarter	100.0	42.1	40.3	17.6	100.0	42.1	40.3	17.6	100.0	42.1	39.2	18.7	100.0	44.3	46.5	9.2
1939 1st quarter	100.0	53.7	33.8	12.5	100.0	53.7	33.8	12.5	100.0	50.8	34.7	14.5	100.0	53.1	39.0	7.0
Kentucky																
Nov. 1936-Dec. 1937	100.0	37.8	48.9	13.3	100.0	37.8	48.9	13.3	100.0	43.7	44.9	11.4	100.0	38.9	50.2	10.9
1938 total	100.0	45.9	40.2	13.9	100.0	45.9	40.2	13.9	100.0	52.6	35.7	11.7	100.0	49.8	41.5	8.7
1938 1st quarter	100.0	43.3	43.0	13.7	100.0	43.3	43.0	13.7	100.0	46.4	41.7	11.9	100.0	44.6	45.5	9.9
1939 1st quarter	100.0	49.1	39.6	11.3	100.0	49.1	39.6	11.3	100.0	50.1	36.0	13.9	100.0	48.2	43.2	8.6
Louisiana																
Nov. 1936-Dec. 1937	100.0	39.7	49.7	10.6	100.0	39.7	49.7	10.6	100.0	44.8	43.9	11.3	100.0	48		

# SOME FACTORS IN STATE SUPERVISION FOR A PUBLIC-ASSISTANCE AGENCY

MARY L. GARDNER \*

FROM THE organization chart of a State welfare agency, with its boxes, its titles, and its duties, emerge the slender lines which connect the State agency with the local unit—the lines which make it possible to say in the words of the Social Security Act that the Federal Government is not only dealing with “a single State agency” but that, also, the program is “in effect in all political subdivisions of the State.” These lines, slender as they appear, symbolize one of the most important parts of the agency, for they represent the field supervisory staff, who bring to the local offices the program and policies of the State organization and who supervise the carrying out of that program. Wherever supervision is used effectively it appears as a method for stimulating the growth of workers so that they may be competent to take increasing responsibility for their own jobs. It is primarily a teaching-learning process. Therefore field supervision from the State office is carried on by a staff which has the necessary knowledge and the ability to use that knowledge skillfully, while, on the other hand, the district or local staff members to be supervised are people capable of growth.

Because there has been relatively limited experience in a program involving field supervision by State agencies, there has been correspondingly little consideration of its possible content and methods. Before the days of the Emergency Relief Administration, the relationship of the State to programs now embracing the assistance categories was almost entirely a financial one. If duplicate case records existed in a State office, they were checked for accuracy in situations involving legal establishment of eligibility. In most instances, however, financial supervision, through accounting procedures or by means of quarterly or annual reports, sufficed. During ERA days when orders changed rapidly, funds contracted or expanded overnight, and experiments, started with enthusiasm, were stopped to begin something else, field supervision from State to local offices was largely interpretation of administrative orders.

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Almost all that has been written concerning supervision in the public-welfare field relates to the process of case work. In the area which we are now considering, the work of the field supervisor embraces a much wider content and covers a greater extent of necessary knowledge; it calls for skills in method and relationship which are more far reaching than those implied in the restricted sphere of case worker and supervisor in an office.

Who, then, is the field supervisor, what does he need to know, and how is he to do his job effectively? To begin with, he is probably an individual who has come up from the visiting staff, where he showed outstanding ability; he has intellectual maturity and judgment and has probably also acquired a background of general and professional education superior in some respects to that of the local staffs. In addition, he is a person who can leave home ties, who can stand hard and constant travel, and who can work understandingly and effectively in local communities.

The second part of our question concerns what this field supervisor needs to know and the methods he is to use. First and above all, in order to carry out the program of the State agency, he should understand the purpose and goals of the organization which he represents and his own function in relation to that purpose. A social program and standards of assistance have been established by the State agency and must be maintained by the district offices, but standards do not mean uniformity. There is room for variety of expression according to the limits of interest, broad or narrow, of the community; there is room, too, for experimentation founded on sound practice, which ultimately is of benefit to the entire State. The field supervisor must realize his function as a stimulator of variety and of experimentation, but he must also test various programs and plans to be sure that they are advancing toward, rather than hindering, the agency's goals and purposes.

Next, the field supervisor should have basic knowledge of good administration against which he can evaluate the way that a particular office functions through its procedures and methods and

its personnel practices. This evaluation will be made with a thorough understanding of limitations which exist as to material equipment, staff, and funds, and with imagination to see what may best be developed within these limitations.

Other necessary knowledge concerns accurate and definite familiarity with the policies of the agency and the ability to interpret these flexibly, wherever that is legally possible. After policies and procedures have been carefully established and written into a State manual, numerous questions arise which require judgment in answering and for which the local office may not wish to take responsibility. In the discussion of these questions, the field supervisor needs to know not only the policy which applies to the particular situation but the principle upon which that policy is based; the discussion then becomes an instrument for developing sound social thinking in relation to the human personalities involved. Intangible affectional values that make a home "suitable" even when the mother's past history does not conform to the usual moral standard of the community; the amount of support which a working child is expected to give to his family and what exceptions may be made; the limit to which pressure may be brought upon "legally responsible" relatives, are instances of these border-line questions.

In the area of services to the client the field supervisor needs not only a body of case-work knowledge but also the ability to adapt that knowledge to new and changing situations, adapting methods but not altering basic principles. He must be able to use this practical understanding in discussing individual situations with the local supervisor, when frequently it may seem that little constructive work is being carried on. It is through the field supervisor that consultants on medical problems, family budgeting, or difficult case situations are brought into the district offices. He is, therefore, aware of the possibility and extent of such expert services when they are needed.

In regard to the community, the field supervisor must know agencies and organizations—Federal, State, and local—and their relation to and interest in public welfare as well as in individual need. If the public-welfare program is to be effective, the support of all possible local groups must be sustained; those having special interest in private institutions for children or old people may need

State interpretation of the need for their continuing and yet changing participation in new plans. Methods of stimulating interest in other groups will frequently also be a necessary part of his knowledge. And in addition, the field supervisor must have a background knowledge of the communities where he has a responsibility; their social and economic history and present situation; their traditions, their prejudices, and their prides.

The supervisory visit is most successful when it is planned for a stated period and regular intervals. While short frequent visits may at times be advantageous and necessary, usually longer visits at less frequent intervals are more satisfactory, not only because of economy in time in travel, but mainly because of the cumulative effect of a series of conferences.

The field visit involves preparation by both the field supervisor and the office visited. It may be that there are new policies or procedures to be introduced and discussed; complaints received at the State office may indicate that policies already established are not understood or are not being adhered to. It will be possible to discuss situations observed at the time of the previous visit, or the results of an analysis of statistics or finance which bear upon the operation of the office. Whatever the matter for discussion, the field supervisor's visit must have a definite purpose.

Preparation is also made by the director or supervisor in the local office. With the knowledge that the field supervisor is coming at a regular time, questions which demand State interpretation and which can wait for the visit are noted and scheduled. A staff meeting may be planned, or a special community committee meeting, where the knowledge gained or given by the State representative will prove of value. There will often be an opportunity also for the field supervisor to meet with the official board, if one exists.

While the field supervisor's successes depend on the breadth of knowledge that he has acquired, they depend still more largely on his skills in human relationship and his understanding of the way people learn to work together and are able to use what each has to give. He may go to an office where there is no recognition that the help he has to offer is needed, to another where it is not wanted, or to another where there may be too much dependence. In all these situations some way must be found to promote freedom of



understanding if the field supervisor is to use successfully his teaching and leadership function.

The attitude that the field supervisor brings to the visit is basic to this freedom. Though he comes in as a professional person with a broader point of view, he must at the same time show such a discerning interest in the local experience, such an appreciation of successes as well as failures, that he is accepted not as someone in authority who has come to praise or blame but as one who shares in the circumstances which exist and who must of necessity understand if he is to help. His questions, comments, or criticisms will then be seen as resulting from this interest. Many authorities on personnel practice<sup>1</sup> in fields other than public welfare have emphasized the need for these qualities, among them Jessamine Fenner<sup>2</sup> whose four points for successful personnel work are all applicable here:

1. A belief in people as individuals.
2. Patience and sympathy with the shortcomings of human nature.
3. A conviction that scrupulously fair, honest, and direct dealing with individuals is the one method which will best serve them.
4. An open mind and an unemotional approach to the individual problem.

In the field supervisor's visits to each of the districts, counties, or localities for which he is responsible, he sees his work in relation to the individual supervisors and executives and their need for knowledge and skill in carrying on a more effective program. He goes to these as a leader, an interpreter, and a teacher, to stimulate their interest in improving methods, increasing efficiency, and carrying on their day-by-day job in a way which will be most helpful to the organization, the clients, and the community which they serve. All the skills needed in the case-work process are needed here, for more help cannot be given than the worker is prepared to take. Each has his own point from which to develop competence and his own particular background which may limit or spur his progress. The field supervisor accepts these people as they are; though he has the authority implied in the supervisory relation-

ship to the extent that standards must be developed and maintained, that authority rests on the continual and careful evaluation of attempts to meet the standards. In developing a relationship with the district offices, the field supervisor's effectiveness will be judged by the quality of leadership which he exerts in these visits and the ability which he shows in relating the questions discussed to broad general principles as well as to the particular local situation.

During his visit the field supervisor will discuss the use which is being made of staff meetings and conferences and whether they are being held regularly or only when an emergency arises. In this discussion the value of staff participation, staff study of a special project, and a stimulation of interest in professional reading may be suggested. Discussion of the use of individual conferences between worker and supervisor in the local office will serve to emphasize their value in providing an opportunity for helping the worker to develop increasing ability to make his own decisions rather than their use as a continued check of the worker's mistakes or omissions. In discussing particular staff difficulties, also, the field supervisor will feel his responsibility for relating individual performance to the effectiveness of the agency, for keeping the discussion on an objective basis, and for helping the local supervisor to take responsibility for meeting the personnel problems which belong to him. In all the topics discussed there will be considered use of encouragement, of constructive criticism, approval, and stimulation to further responsibility.

At the conclusion of the visit there may be a general summing up of the decisions arrived at through conferences and discussions, to make certain that there has been mutual and definite understanding as well as some plan for the future—something new to be attempted or some change accomplished before the next field visit. This summary, incorporated in his own notes, becomes part of the field supervisor's working knowledge of the district and the basis for his field reports to the State office. Through his work a two-way plan has been established, and the slender lines on the chart lead back again from the local office as the field supervisor brings to the State his knowledge of local conditions and problems as a basis for increasingly improved program planning.

<sup>1</sup> See particularly Tead, Ordway, *Human Nature and Management*, 1933, ch. 13; also Niles, H. E. and M. C., *The Office Supervisor*, 1935, pp. 120-121.

<sup>2</sup> Fenner, Jessamine C., *Personnel Manual: The Personnel Function in Nontechnical Language*, rev. ed., 1936.

# UNEMPLOYMENT COMPENSATION

BUREAU OF EMPLOYMENT SECURITY • DIVISION OF RESEARCH AND STATISTICS<sup>1</sup>

## Review of the Month

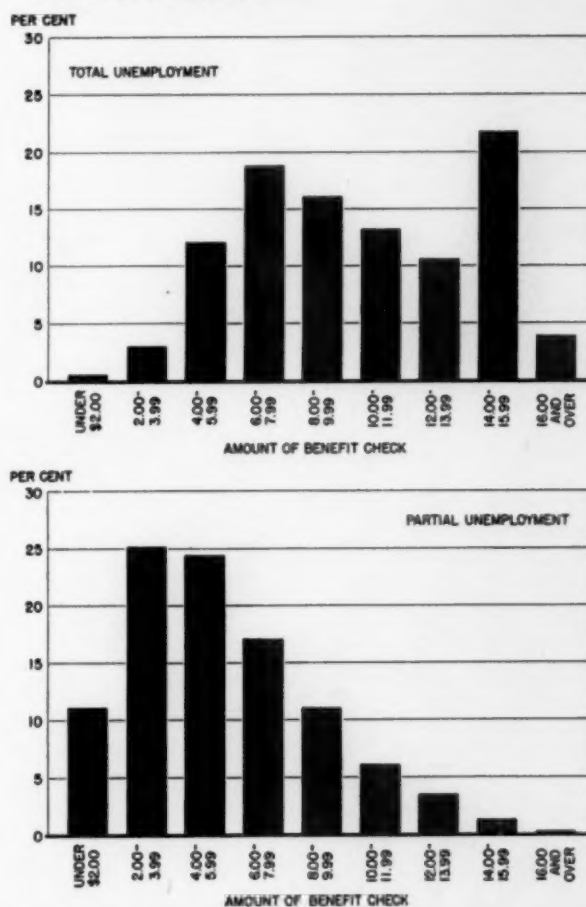
OVER \$43 million in unemployment benefits was paid to unemployed workers during June, an increase of slightly more than 8 percent from the preceding month. Fairly sharp increases in some of the more industrialized States, particularly in Massachusetts, Michigan, and New York, contributed considerably to this increase. The larger amount of payments issued in Michigan reflected, in part, payments for unemployment resulting from curtailed operations in certain plants not directly involved in labor disputes in the automobile industry. Payments in West Virginia were almost 2½ times higher than in May, as large volumes of compensable claims continued to be filed by claimants who began new benefit years in April and May. Although the total amount of payments increased in June, decreases occurred in 29 States. In 9 of these the declines from the previous month were more than 20 percent.

The number of initial claims received in local offices, representing notices of unemployment, increased slightly more than 3 percent in June. The increase was due mainly to the large increase which occurred in Michigan, where initial-claims receipts were about 2½ times the May amount. The pronounced increase in that State reflected to a considerable extent the filing of new claims in advance of the new benefit year beginning in July, as well as seasonal lay-offs. In addition, a large volume of initial claims for partial unemployment was filed as operations were curtailed during the recent labor disputes in Michigan. With few exceptions, however, the other States reporting increases in initial-claims receipts experienced only moderate increases. On the other hand, decreases were widespread, with 34 States reporting reductions. Outstanding among these States were Connecticut, New Hampshire, and West Virginia, with decreases exceeding 40 percent. Ten other States reported decreases ranging from 20 to 40 percent. The number of continued claims de-

clined more than 12 percent, with 41 States experiencing reductions. Declines exceeded 20 percent in 13 States. Only 8 States reported increases in continued claims, the largest—36.6 percent—occurring in South Carolina.

During June more than 19,800 initial out-of-State claims were received by the 47 States participating in the interstate agreement, as compared with 22,800 such claims in May. The number received in June represented 2.4 percent of the total number of initial claims received by these States. Continued claims received from agent States, representing 3.4 percent of the total num-

Chart I.—Distribution of number of benefits for total and partial unemployment, by amount of benefit check, April-June 1939<sup>1</sup>



<sup>1</sup> Distribution of benefits for total unemployment is based on data reported by 47 States, and for partial by 42 States.

<sup>1</sup> In carrying out the provisions of the President's Reorganization Plan No. 1, the major functions of the U. S. Employment Service and of the Bureau of Unemployment Compensation have been continued as divisions of the newly established Bureau of Employment Security. The research and statistical units of the 2 services have been merged into a single division in this Bureau.

ber of continued claims received, totaled nearly 176,000 as compared with approximately 196,900 in May.

Nearly 810,000 individuals were receiving unemployment benefits in the week ended June 17, an increase of 1.5 percent over the number of recip-

ients in the midweek of May. By far the largest increase occurred in West Virginia, where the number of individuals receiving benefits was over 2½ times the number in the midweek of May. Other States reporting appreciable increases in the number of recipients were Florida, Michigan,

Table 1.—Number and amount of benefit payments by types of unemployment<sup>1</sup> and by States, June 1939

[Data reported by State agencies, corrected to July 27, 1939]

State	Number				Amount			
	All payments		Types of unemployment <sup>1</sup>		All payments		Types of unemployment <sup>1</sup>	
	Number	Percentage change from May	Total	Partial <sup>2</sup>	Amount	Percentage change from May	Total	Partial <sup>2</sup>
Total.....	4,304,427	+8.1			\$43,161,144	+8.1		
Alabama.....	51,999	-16.9	41,728	10,225	361,523	-17.5	\$301,805	\$59,446
Alaska.....	2,434	-37.4	2,205	180	34,832	-36.5	33,021	1,533
Arizona.....	11,739	-8.4	11,215	524	127,401	-8.9	123,259	4,142
Arkansas.....	30,106	-9.4	26,053	2,113	193,248	-10.7	178,055	8,675
California.....	374,288	+14.8	311,033	38,852	3,777,759	+15.3	3,430,241	215,335
Colorado.....	37,761	-8.0	32,272	5,410	414,920	-4.6	372,482	41,789
Connecticut.....	52,410	+7.0	44,653	7,390	487,889	+7.7	440,564	45,374
Delaware.....	7,264	+3.9	6,800	462	61,798	+10.3	59,398	2,360
District of Columbia.....	13,131	-7.3	11,214	1,050	103,846	-7.2	93,773	6,022
Florida.....	30,693	+36.7	24,862	1,937	226,070	+35.3	193,752	11,190
Georgia.....	53,294	-4.9	48,772	4,522	321,294	-3.4	305,248	16,046
Hawaii.....	3,357	+11.2	3,094	263	29,324	+10.6	27,957	1,367
Idaho.....	12,360	( <sup>3</sup> )	9,652	2,736	117,136	-43.4	95,583	21,553
Illinois.....								
Indiana.....	96,116	+14.0	68,617	27,427	919,414	+16.5	770,776	148,418
Iowa.....	49,696	+13.4	44,130	5,517	448,046	+20.1	415,339	30,467
Kansas.....	20,931	-17.2	16,703	4,228	196,940	-16.8	173,807	23,533
Kentucky.....	69,513	-23.1	66,872	1,552	574,683	-26.4	564,286	10,377
Louisiana.....	71,836	-10.6	60,203	6,297	539,353	-12.7	493,415	45,889
Maine.....	42,483	-10.9	33,402	8,819	273,923	-14.8	224,163	49,184
Maryland.....	60,800	-2.1	46,816	9,667	529,291	-8.0	422,454	61,999
Massachusetts.....	205,377	+28.6	204,682	( <sup>4</sup> )	2,009,226	+26.7	2,001,375	( <sup>5</sup> )
Michigan.....	225,699	+30.3	208,015	17,684	3,175,102	+39.4	2,810,291	364,811
Minnesota.....	51,748	-26.9	46,314	4,657	501,433	-25.8	455,301	46,132
Mississippi.....	17,603	-8.7	19,357	1,141	107,173	-3.7	106,208	970
Missouri.....	67,457	+8.3	59,065	8,390	539,258	+5.7	492,781	46,498
Montana.....								
Nebraska.....	9,886	-28.5	9,717	167	85,380	-27.2	84,182	1,180
Nevada.....	6,346	-17.3	5,908	438	81,393	-15.7	76,835	4,558
New Hampshire.....	24,435	+26.0	19,754	4,648	195,731	+23.8	170,323	25,317
New Jersey.....	152,237	-1.6	151,791	( <sup>6</sup> )	1,449,030	-1.8	1,445,586	( <sup>7</sup> )
New Mexico.....	10,028	+6.1	8,702	1,326	97,840	+7.9	88,386	9,454
New York.....	906,282	+29.3	906,282	( <sup>8</sup> )	10,131,183	+28.5	10,131,183	( <sup>9</sup> )
North Carolina.....	83,634	+15.8	75,805	6,130	461,711	+9.1	427,615	25,083
North Dakota.....	4,772	-43.8	4,215	544	44,683	-43.8	40,392	4,242
Ohio.....	307,977	+5.9	258,547	37,669	2,961,427	+6.5	2,701,153	197,498
Oklahoma.....	33,964	-13.8	28,959	5,005	330,734	-13.1	296,564	34,170
Oregon.....	28,053	-3.3	22,866	5,111	306,396	-3.5	268,516	37,272
Pennsylvania.....	577,755	-7.2	534,524	( <sup>10</sup> )	6,487,677	-10.0	6,248,746	( <sup>11</sup> )
Rhode Island.....	70,188	+16.8	58,321	11,867	655,391	+14.4	601,719	53,672
South Carolina.....	36,249	-15.2	17,441	18,798	188,959	-8.0	110,857	78,055
South Dakota.....	3,729	-20.5	3,141	576	31,549	-23.4	28,461	3,050
Tennessee.....	68,829	+23.0	58,133	10,223	487,759	+26.3	434,966	50,945
Texas.....	56,364	-7.9	48,304	7,722	888,906	-9.8	802,682	83,557
Utah.....	12,104	-22.8	11,716	388	128,825	-19.5	123,105	5,720
Vermont.....	5,120	-23.0	4,125	995	41,991	-25.8	37,511	4,480
Virginia.....	73,191	+12.4	63,091	6,294	525,008	+9.7	482,482	31,800
Washington.....	45,604	-28.2	37,669	7,935	435,440	-24.4	390,154	45,286
West Virginia.....	88,208	+147.0	87,739	19	676,445	+141.5	673,474	118
Wisconsin.....	29,982	+2.2	25,487	4,389	262,794	+7	239,797	22,695
Wyoming.....	9,363	-4.9	6,030	2,856	116,578	-8.3	86,373	27,116

<sup>1</sup> For definitions of types of unemployment, see *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), p. 33.

<sup>2</sup> Excludes irregular payments except where otherwise noted. In many cases monthly figures for total and partial unemployment are estimated from reports for week ended June 17.

<sup>3</sup> Includes benefits for part-total unemployment, except where otherwise noted. Benefits for partial unemployment are not provided by State law in Massachusetts, Mississippi, New Jersey, New York, and Pennsylvania. None of the above, except Mississippi, provide for payments of less than full weekly benefit amount for total unemployment, i. e., "part-total" unemployment. In Kentucky, which pays benefits for part-total unemployment,

the provision for benefits for partial unemployment is not effective until July 1, 1939.

<sup>4</sup> Includes irregular payments.

<sup>5</sup> Represents compensable weeks for which 8,500 checks were issued.

<sup>6</sup> June data not comparable with those reported for May, which represented number of checks issued.

<sup>7</sup> Benefits not payable until July 1939.

<sup>8</sup> Represents compensable weeks for which 41,949 checks were issued.

<sup>9</sup> Payments for part-total unemployment included with payments for total unemployment.

<sup>10</sup> Represents compensable weeks for which 71,314 checks were issued.



**Table 2.—Number of initial and continued claims<sup>1</sup> received in local offices, by States, June 1939**

[Data reported by State agencies, corrected to July 25, 1939]

State	Initial claims <sup>1</sup>		Continued claims <sup>1</sup>	
	Number	Percentage change from May	Number	Percentage change from May
Total.....	841,463	+3.1	5,320,335	-12.3
Alabama.....	12,261	( <sup>2</sup> )	89,063	-2.4
Alaska.....	181	+5.2	1,504	-24.9
Arizona.....	1,916	-7.2	13,506	-19.4
Arkansas.....	3,976	-30.7	41,108	-9.1
California.....	53,219	-4.2	374,937	-12.2
Colorado.....	3,852	-22.5	45,879	-9.4
Connecticut.....	8,025	-43.0	60,281	-12.7
Delaware.....	1,281	+5	9,223	-1
District of Columbia.....	1,510	-1.3	17,053	-19.2
Florida.....	11,943	( <sup>2</sup> )	67,347	+32.0
Georgia.....	12,735	-5.9	78,783	-1.8
Hawaii.....	619	+21.4	3,369	+10.3
Idaho.....	1,409	-13.2	11,923	-40.2
Illinois.....	13,935	+15.6	126,254	+12.2
Indiana.....	6,166	-10.4	55,330	-9.5
Iowa.....	3,716	-22.1	29,844	-21.3
Kansas.....	6,834	-23.6	103,968	-38.8
Kentucky.....	9,694	+3.0	82,168	-13.3
Louisiana.....	8,365	-21.0	62,418	-20.7
Maryland.....	6,988	-25.0	82,408	-11.9
Massachusetts.....	48,572	-6.1	227,055	-10.9
Michigan.....	173,891	+134.2	242,215	+23.9
Minnesota.....	4,881	-33.3	60,156	-24.7
Mississippi.....	3,992	-13.0	24,398	-9.4
Missouri.....	13,436	-2.9	104,705	-2.0
Montana.....	2,198	-13.2	12,710	-34.6
Nebraska.....	940	+41.6	6,574	-12.5
Nevada.....	1,724	-52.2	33,906	-8.6
New Hampshire.....	23,982	-1.6	192,727	-15.6
New Jersey.....	3,610	+16.7	18,815	+21.4
New Mexico.....	171,221	-8.1	1,106,602	-6.9
New York.....	22,738	-21.6	130,482	+2.7
North Carolina.....	446	-6.1	5,301	-31.4
North Dakota.....	25,485	-14.6	374,238	-16.3
Ohio.....	6,242	+3.1	42,808	-16.2
Oklahoma.....	10,146	+1.0	35,781	-14.6
Oregon.....	63,295	-8.8	660,375	-29.7
Pennsylvania.....	13,453	-13.1	91,578	+5.2
Rhode Island.....	9,387	+10.2	78,528	+36.6
South Carolina.....	658	-18.9	6,036	-14.7
South Dakota.....	9,686	+10.2	104,317	-3.2
Tennessee.....	20,060	-8.6	68,734	-5.0
Texas.....	4,694	+32.7	15,987	-20.1
Utah.....	1,032	-9.4	6,721	-21.9
Vermont.....	9,195	-25.1	88,488	-9
Virginia.....	5,295	-30.3	66,334	-29.8
Washington.....	8,486	-56.9	94,078	-34.0
West Virginia.....	12,933	+15.6	55,022	-11.1
Wisconsin.....	1,170	-3	9,298	-12.9
Wyoming.....				

<sup>1</sup> For definitions of types of claims, see *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), pp. 32-34.

<sup>2</sup> June data not comparable with those reported for May, from which additional claims had been omitted.

<sup>3</sup> Decrease of less than 0.1 percent.

<sup>4</sup> Benefits not payable until July 1939.

<sup>5</sup> Includes claims for total and part-total unemployment only.

In New York, the number of claimants exhausting wage credits was substantially more than double that for May. In Massachusetts, exhaustions were nearly double the number of authorizations. However, since claimants accrue lag-quarter

**Table 3.—Number of initial and continued out-of-State claims<sup>1</sup> received as liable State,<sup>2</sup> by States, June 1939**

[Data reported by State agencies, corrected to July 27, 1939]

State	Out-of-State claims received as liable State			
	Initial		Continued	
	Number	Percent of initial claims received in local offices	Number	Percent of continued claims received in local offices
Total.....	19,819	2.4	175,925	3.4
Alabama.....	451	3.7	3,131	3.5
Alaska.....	102	56.4	1,094	72.7
Arizona.....	552	28.8	3,425	25.4
Arkansas.....	266	6.7	2,187	5.3
California.....	1,192	2.2	18,565	5.0
Colorado.....	375	9.7	3,526	7.7
Connecticut.....	328	4.1	2,879	4.8
Delaware.....	89	6.9	622	6.7
District of Columbia.....	753	6.3	5,108	7.6
Florida.....	392	3.1	1,754	2.2
Georgia.....	16	2.6	122	3.6
Hawaii.....	187	13.3	2,804	23.5
Idaho.....	286	2.1	2,588	2.0
Illinois.....	275	4.5	1,953	3.5
Indiana.....	450	12.1	2,290	7.7
Iowa.....	278	4.1	6,646	6.4
Kansas.....	342	3.5	3,389	4.1
Kentucky.....	158	1.9	1,016	1.6
Louisiana.....	345	4.9	2,614	3.2
Maine.....	634	1.3	4,375	1.9
Maryland.....	1,622	.9	9,831	4.1
Massachusetts.....	273	5.6	2,205	3.7
Michigan.....	214	5.4	1,527	6.3
Minnesota.....	707	5.3	3,735	3.6
Mississippi.....	247	11.2	1,262	9.9
Missouri.....	217	23.1	2,106	32.0
Montana.....	244	14.2	2,378	7.0
Nebraska.....	639	2.7	4,008	2.4
Nevada.....	355	9.8	2,714	14.4
New Hampshire.....	1,635	1.0	21,956	2.0
New Jersey.....	478	2.1	2,890	2.2
New Mexico.....	43	9.6	384	7.2
New York.....	628	2.5	8,836	2.4
North Carolina.....	611	9.8	4,023	9.4
North Dakota.....	275	2.7	2,761	7.7
Ohio.....	801	1.3	9,629	1.5
Oklahoma.....	277	2.1	2,113	2.3
Oregon.....	178	1.9	1,197	1.5
Pennsylvania.....	52	7.9	360	6.0
Rhode Island.....	419	4.3	3,105	3.0
South Carolina.....	982	4.9	9,266	13.5
South Dakota.....	228	4.9	988	6.2
Tennessee.....	60	5.8	398	5.9
Texas.....	493	5.4	2,948	3.3
Utah.....	259	4.9	2,518	3.8
Vermont.....	176	*1.4	590	1.1
Virginia.....	235	20.1	1,489	16.0
Washington.....				
West Virginia.....				
Wisconsin.....				
Wyoming.....				

<sup>1</sup> For definitions of types of claims, see *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), pp. 32-34.

<sup>2</sup> The liable State is one to which a claim has been forwarded by agent State for disposition.

<sup>3</sup> Not a signatory to interstate agreement; hence accepts no out-of-State claims as liable State.

<sup>4</sup> Benefits not payable until July 1939.

<sup>5</sup> Represents percent of initial claims received for total and part-total unemployment only.

New Hampshire, New York, and North Carolina. Decreases, however, were reported by a majority of the States, with the largest reductions occurring in the more sparsely populated States.

The number of claimants exhausting wage credits in June increased about 5 percent from May, although 34 States reported decreases. The increase for the country as a whole resulted primarily from a sharp rise in New York and Massachusetts.

**Table 4.—Number of individuals receiving benefits during week ended June 17, and number of new claims authorized and of claimants exhausting wage credits during June 1939, by States**

[Data reported by State agencies, corrected to July 25, 1939]

State	Individuals receiving benefits during week ended June 17, 1939		New claims authorized during June <sup>1</sup>	Claimants exhausting wage credits during June
	Number	Percentage change from week ended May 13		
Total.....	809,657	+1.5	332,966	312,453
Alabama.....	11,327	-6.4	4,745	4,074
Alaska.....	481	-48.8	148	138
Arizona.....	2,639	-10.3	1,201	823
Arkansas.....	6,670	+9.1	2,961	1,931
California.....	72,219	-4.6	31,571	23,637
Colorado.....	7,783	-16.9	3,042	2,391
Connecticut.....	8,589	-18.1	6,549	5,547
Delaware.....	1,429	-7.7	938	506
District of Columbia.....	2,596	-5.6	1,021	787
Florida.....	6,162	+37.6	5,864	2,926
Georgia.....	11,115	-7.9	6,601	6,049
Hawaii.....	780	+18.0	400	145
Idaho.....	1,750	-50.0	529	829
Illinois.....	22,458	+11.4	7,559	5,202
Iowa.....	10,078	+18.7	2,782	3,776
Kansas.....	4,935	-11.3	2,388	2,660
Kentucky.....	14,166	-27.1	5,149	4,370
Louisiana.....	15,961	+2.1	6,440	5,303
Maine.....	8,917	+2.9	5,078	773
Maryland.....	12,074	-14.1	5,719	3,330
Massachusetts.....	20,622	-3.6	21,793	40,442
Michigan.....	49,545	+49.3	15,811	13,422
Minnesota.....	9,018	-31.1	4,691	3,757
Mississippi.....	4,021	(*)	1,794	1,195
Missouri.....	13,359	-2.9	8,748	5,968
Montana.....	1,747	-40.6	951	1,514
Nebraska.....	1,173	-30.5	334	465
Nevada.....	5,006	+31.9	2,848	1,088
New Hampshire.....	30,442	-4.9	17,065	11,155
New Mexico.....	1,722	-21.4	1,314	612
New York.....	163,890	+47.5	(*)	50,790
North Carolina.....	19,439	+53.8	8,585	1,451
North Dakota.....	1,048	-48.8	262	358
Ohio.....	56,632	-9.0	26,590	12,998
Oklahoma.....	6,826	-17.1	3,123	3,590
Oregon.....	5,088	-2.9	2,997	1,988
Pennsylvania.....	96,199	-30.2	48,152	53,001
Rhode Island.....	18,355	+16.5	8,369	3,471
South Carolina.....	5,210	-16.0	4,708	1,701
South Dakota.....	762	-35.7	415	310
Tennessee.....	12,650	+22.5	7,969	3,642
Texas.....	12,376	-3.7	10,745	8,331
Utah.....	2,294	-34.6	1,258	998
Vermont.....	1,053	-25.5	462	265
Virginia.....	13,748	+7.3	7,554	3,842
Washington.....	8,648	-25.9	5,038	6,490
West Virginia.....	12,682	+162.7	10,119	297
Wisconsin.....	5,967	+2.8	9,832	3,771
Wyoming.....	2,006	-15.5	734	544

<sup>1</sup> For definitions, see *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), pp. 32-34.

<sup>2</sup> Represents number of claimants exhausting maximum benefits during month.

<sup>3</sup> Benefits not payable until July 1939.

<sup>4</sup> Increase of less than 0.1 percent.

<sup>5</sup> Data not reported.

<sup>6</sup> Represents number of claimants exhausting wage credits reported by local offices.

<sup>7</sup> For week ended June 20.

credits in this State, a number who exhausted credits in June may have additional credits on the basis of earnings in the first quarter of 1939. Other States showing marked increases in the number of claimants exhausting wage credits were Alabama,

Louisiana, Maine, Nevada, New Hampshire, and West Virginia.

Authorizations, which represent the first payments to claimants in a benefit year, declined 32 percent from May. Most of the States which experienced large increases in the number of authorizations in May—particularly Pennsylvania, Rhode

**Table 5.—Contributions deposited in State clearing accounts, by States, January-June 1939 and June 1939**

[Data reported by State agencies, corrected to July 17, 1939]

State	Contributions deposited <sup>1</sup>	
	January-June <sup>2</sup>	June
Total.....	\$403,435,057	\$11,933,908
States collecting quarterly, total.....	352,058,430	3,618,164
Alabama.....	4,249,805	31,396
Alaska.....	172,121	1,780
Arizona.....	1,123,510	11,436
Arkansas.....	1,756,179	21,808
California.....	38,422,229	257,589
Colorado.....	2,565,443	37,794
Connecticut.....	8,294,070	86,476
Delaware.....	1,202,202	10,195
Florida.....	3,462,297	29,430
Idaho.....	971,500	9,956
Illinois.....	34,524,746	113,963
Indiana.....	10,495,021	541,897
Iowa.....	4,159,685	23,662
Kansas.....	2,831,348	12,487
Kentucky.....	5,781,719	80,602
Maine.....	2,021,524	11,348
Maryland.....	6,046,909	165,961
Massachusetts.....	18,660,346	187,837
Michigan.....	22,816,504	94,266
Minnesota.....	7,126,529	49,598
Mississippi.....	924,449	11,067
Missouri.....	9,965,673	69,664
Montana.....	1,384,260	14,617
Nebraska.....	2,023,247	5,802
Nevada.....	472,364	4,616
New Jersey.....	22,655,704	410,399
New Mexico.....	727,287	8,412
New York.....	48,403,617	426,563
Ohio.....	27,698,284	313,093
Oklahoma.....	2,339,572	29,967
Pennsylvania.....	39,330,678	432,730
Rhode Island.....	3,425,938	59,401
South Dakota.....	578,075	1,761
Tennessee.....	4,464,853	31,239
Utah.....	1,350,991	8,422
Virginia.....	5,159,210	35,512
Washington.....	3,775,701	65,200
West Virginia.....	704,750	8,808
Wyoming.....		
States collecting monthly, total.....	51,376,627	8,315,390
District of Columbia.....	3,558,119	554,690
Georgia.....	4,505,899	764,644
Hawaii.....	832,891	31,579
Louisiana.....	5,025,482	796,139
New Hampshire.....	1,283,233	138,136
North Carolina.....	5,544,142	912,872
North Dakota.....	535,443	94,703
Oregon.....	3,225,563	529,875
South Carolina.....	2,317,966	374,456
Texas.....	11,663,155	2,112,878
Vermont.....	762,801	127,329
West Virginia.....	4,865,376	738,254
Wisconsin.....	7,256,557	1,139,777

<sup>1</sup> Includes contributions plus penalties and interest collected from employers.

<sup>2</sup> Adjusted for refunds of contributions and for dishonored contribution checks.

<sup>3</sup> Some employers contribute monthly.

<sup>4</sup> Some employers contribute quarterly.

<sup>5</sup> New Hampshire changes to a quarterly collection basis, effective July 1, 1939. However, some employers changed to this basis following payment of contributions on March pay rolls.

**Table 6.—State unemployment compensation funds available for benefits, cumulative collections and interest, and benefits charged, by States, as of June 30, 1939**

[Data reported by State agencies,<sup>1</sup> corrected to July 17, 1939]

[Amounts in thousands]

State	Month and year benefits first payable	Total funds available for benefits as of June 30, 1939			Cumulative collections and interest credited as of June 30, 1939		Collections January-June 1939 <sup>3</sup>	Benefits charged				Percent of—	
		Amount <sup>1</sup>	Percentage change from May 31, 1939	Index <sup>2</sup>	Total collections and interest <sup>4</sup>	Collections <sup>5</sup>		Cumulative total through June 30, 1939 <sup>6</sup>	January-June 1939 <sup>4</sup>	June 1939		1939 benefits to 1939 contributions	Total benefits to cumulative collections and interest
										Amount	Percentage change from May		
Total		\$1,139,376	-2.1	135.4	\$1,764,444	\$1,723,194	\$367,527	\$625,068	\$229,135	\$43,566	+10.2	62.3	35.4
States collecting quarterly, total		956,695	-2.2	136.1	1,500,420	1,465,913	316,151	543,725	204,716	39,468	+10.6	64.8	36.2
Alabama <sup>9</sup>	January 1938	9,514	-2.8	107.6	19,884	19,488	4,250	10,370	2,242	362	-17.4	52.8	52.2
	January 1939	842	-3.2	95.1	1,067	1,045	172	225	225	35	-50.7	130.8	21.1
Alaska	January 1938	2,248	-4.4	111.6	4,988	4,898	1,124	2,740	838	127	-9.3	74.6	54.9
Arizona	January 1939	6,135	-2.2	115.6	7,135	6,970	1,756	1,000	1,000	193	-10.6	56.9	14.0
Arkansas	January 1938	127,242	-2.1	189.4	171,216	166,916	38,422	43,974	20,259	3,778	+15.3	52.7	25.7
California <sup>9</sup>	January 1939	9,467	-3.6	105.8	11,626	11,291	2,565	2,159	2,159	454	+4.4	84.2	18.6
Colorado	January 1938	21,743	-1.4	142.1	37,052	36,291	8,294	15,309	3,055	487	+7.5	36.8	41.3
Connecticut	January 1939	4,773	-0.5	121.9	5,171	5,054	1,202	398	398	62	+10.2	33.1	7.7
Delaware	do	12,698	-0.9	128.6	13,473	13,171	3,462	775	775	220	+27.2	22.4	5.8
Florida	do	2,412	-3.7	80.2	4,581	4,463	972	2,169	1,802	116	-44.5	185.4	47.3
Idaho	September 1938												
Indiana	April 1938	27,262	-0.8	100.6	49,965	48,675	10,495	22,703	6,395	919	+16.5	60.9	45.4
	July 1938	12,051	-2.9	120.9	18,327	17,893	4,160	6,276	3,690	448	+20.1	88.7	34.2
Kansas	January 1939	11,629	-1.0	114.2	13,148	12,825	2,831	1,519	1,519	197	-16.9	53.7	11.6
Kentucky <sup>9</sup>	do	21,970	-1.8	116.0	24,974	24,292	5,782	3,004	3,004	575	-26.3	52.0	12.0
Maine	January 1938	2,556	-8.9	68.0	9,041	8,901	2,022	6,485	1,950	275	-14.6	96.4	71.7
Maryland	do	12,095	-2.4	133.5	25,588	25,163	6,047	13,493	3,349	529	-8.2	55.4	52.7
Massachusetts <sup>9</sup>	do	60,965	-2.4	145.9	98,193	95,850	18,660	37,228	10,129	2,009	+26.7	54.3	37.9
Michigan	July 1938	44,479	-6.0	70.3	100,938	98,849	22,817	56,459	16,556	3,174	+39.8	72.6	55.9
Minnesota	January 1938	18,224	-1.9	132.8	31,618	30,994	7,127	13,394	5,233	501	-25.9	73.4	42.4
Mississippi <sup>10</sup>	April 1938	3,429	-2.2	117.6	5,726	5,686	924	2,297	882	107	-3.6	95.8	40.1
Missouri	January 1939	41,833	-0.5	122.9	44,498	43,511	9,986	2,665	2,665	539	+5.7	26.7	6.0
Nebraska	do	8,336	-4	117.7	9,198	8,993	2,023	862	862	85	-27.4	42.6	9.4
Nevada	do	1,598	-4.0	104.6	2,020	1,973	472	422	422	82	-15.5	89.4	20.9
New Jersey <sup>9</sup>	do	81,419	-7	122.1	90,243	87,862	22,656	8,824	8,824	1,449	-1.8	38.9	9.8
New Mexico	December 1938	2,594	-2.7	105.5	3,240	3,150	727	646	637	92	+1.1	87.6	19.9
New York <sup>10</sup>	January 1938	143,977	-6.0	146.4	276,491	270,402	48,404	132,514	45,183	10,499	+39.4	93.3	47.9
Ohio	January 1939	114,389	-1.7	116.9	126,875	123,242	27,668	12,486	12,486	2,961	+7.6	45.1	9.8
Oklahoma	December 1938	12,950	-1.7	102.4	15,770	15,294	2,340	2,820	2,749	331	-13.1	117.5	17.9
Pennsylvania	January 1938	78,952	-6.6	111.9	182,393	178,925	39,331	103,441	31,895	6,488	-10.0	81.1	56.7
Rhode Island <sup>9</sup>	do	7,656	-6.6	96.4	19,769	19,419	3,426	12,113	2,820	651	+13.6	82.3	61.3
South Dakota	January 1939	2,292	-7	115.9	2,582	2,507	578	290	290	32	-22.0	50.2	11.2
Tennessee	January 1938	10,781	-3.5	138.6	19,306	18,920	4,465	8,525	2,381	488	+26.4	53.3	44.2
Utah	do	2,615	-3.8	102.1	6,083	5,972	1,351	3,468	1,006	126	-19.2	74.5	57.0
Virginia	do	13,924	-2.9	166.4	22,204	21,725	5,159	8,280	2,644	525	+9.6	51.3	37.3
Washington <sup>10</sup>	January 1939	19,299	-1.3	102.0	22,902	22,340	3,776	3,633	3,633	435	-24.5	96.2	15.9
Wyoming	do	2,376	-3.8	99.0	3,135	3,063	705	759	759	117	-7.9	107.7	24.2
States collecting monthly, total		182,681	+3.0	153.9	264,024	257,281	51,376	81,343	24,419	4,098	+6.5	47.5	30.8
District of Columbia	January 1938	13,634	+4.0	231.3	16,189	15,711	3,558	2,525	853	104	-7.1	24.0	15.6
Georgia	January 1939	18,708	+3.0	120.7	20,207	19,757	4,506	1,499	1,499	321	-3.6	33.3	7.4
Hawaii	do	4,039	+8	124.3	4,127	4,033	833	88	88	23	+21.1	10.6	2.1
Louisiana <sup>9</sup>	January 1938	14,462	+2.2	189.0	21,995	21,501	5,025	7,533	3,526	559	-12.8	70.2	34.2
New Hampshire <sup>11</sup>	do	4,814	-6	113.4	8,418	8,219	1,283	3,604	872	196	+24.1	68.0	42.8
North Carolina	do	14,169	+3.9	150.5	25,105	24,614	5,544	10,936	2,720	462	+9.2	49.1	43.6
North Dakota	January 1939	2,081	+3.1	109.7	2,457	2,401	535	376	376	45	-43.8	70.3	15.3
Oregon	January 1938	6,644	+4.1	113.5	15,294	15,000	3,226	8,650	2,733	306	-3.5	84.7	56.6
South Carolina	July 1938	9,095	+2.7	145.1	10,877	10,570	2,318	1,782	1,187	189	-7.8	51.2	16.4
Texas	January 1938	38,986	+3.8	197.4	54,221	52,898	11,663	15,235	5,891	915	-5.4	50.5	28.1
Vermont	do	2,467	+4.1	174.7	3,652	3,573	763	1,185	363	42	-26.3	47.6	32.4
West Virginia	do	9,840	+1.2	96.5	24,241	23,886	4,865	14,401	2,336	676	+141.4	48.0	59.4
Wisconsin	July 1936	43,742	+2.7	144.4	57,271	55,118	7,257	13,529	1,975	260	+1.6	27.2	23.6

<sup>1</sup> Except interest earned on funds in State accounts in unemployment trust fund which is credited and reported by the U. S. Treasury in last month of each quarter.

<sup>2</sup> Represents sum of balances at end of month in State clearing account, benefit-payment account, and unemployment trust fund account maintained in the U. S. Treasury.

<sup>3</sup> For all States except Wisconsin, index is based upon funds available for benefits as of end of month prior to that in which benefits were first payable; Wisconsin index is based on funds available as of Dec. 31, 1937.

<sup>4</sup> Includes refund of \$40,561,886 by Federal Government to 13 States, Alaska, and Hawaii, collected on pay rolls for year 1936 under title IX.

<sup>5</sup> Includes contributions plus penalties and interest collected from employers since contributions were first payable. Figures are adjusted for refunds of contributions and for dishonored contribution checks. Employer contributions of 2.7 percent are collected in all States except the District of Columbia, Michigan, and New York in which the rate is 3 percent.

<sup>6</sup> Adjusted for voided benefit checks.

<sup>7</sup> Does not include collections and interest of \$154,175,000 for Illinois and \$6,224,000 for Montana, because benefits not payable until July 1939.

<sup>8</sup> Percentage change excludes those States changing from monthly to quarterly collection basis as of pay-roll month of April 1939.

<sup>9</sup> Employee contributions of 1 percent are collected in Alabama, California, Kentucky, and New Jersey; of 0.5 percent in Louisiana; and of 1.5 percent in Rhode Island. Employee contributions in Massachusetts were suspended for July 1, 1938-June 30, 1939.

<sup>10</sup> Mississippi, New York, and Washington changed to a quarterly collection basis as of Apr. 1, 1939.

<sup>11</sup> New Hampshire changes to quarterly collection basis, effective July 1, 1939. However, some employers changed to this basis following payment of contributions on March pay rolls.



Island, and West Virginia—reported declines in June. Authorizations of new claims were exceeded by exhaustions in only 10 States.

Contributions deposited by the 51 jurisdictions totaled \$11.9 million in June, as compared with \$92.8 million in May. This reduction is attributable entirely to the small amount of contributions deposited by quarterly collecting States, which regularly collect the bulk of their contributions in the first and second months of each quarter. The 13 States on a monthly collection basis showed an increase of 4 percent over May deposits.

An increase of 10 percent in benefits charged while deposits declined 86 percent from the previous month, resulted in a 2.1 percent reduction in total funds available for benefits as of June 30. (See table 6.) Despite this decline, total funds available for benefits were 5.2 percent higher than at the end of the previous quarter, March 31.

Benefits charged during June totaled \$43.6 million, an increase of 10 percent over May payments. The marked increases in Michigan and New York were largely responsible for this increase. These 2 States accounted for nearly one-third of all benefits charged during June. The remaining 47 benefit-paying States combined showed an increase of only 0.5 percent.

For the first half of 1939, the benefit-paying States expended 62 cents in benefits for each dollar collected during that period. For quarterly collecting States the amount was 65 cents, and for monthly collecting States 48 cents. This disparity is partly explained by the fact that several States shifted to a quarterly collection basis between January and June, so that contributions deposited by these States related to only part of the 6-month period. None of the monthly collecting States has drawn upon reserves during 1939; among the quarterly collecting States, however, Alaska, Idaho, Oklahoma, and Wyoming have paid out more in benefits than they collected in contributions.

All the States which drew upon reserves during 1938 in order to meet benefit-payment obligations have been building up their reserves during 1939. At the close of June 1938, Rhode Island had only 69 percent and West Virginia 65 percent of their original reserves. As of June 30, 1939, funds available for benefits in these 2 States approached the level available at the close of the month prior to that in which benefits were first payable.

Michigan's reserve at the close of June 1939 was equivalent to 70 percent of the original fund, as compared with a low of 60 percent as of December 31, 1938. Maine has made only slight recovery from the low point of 65 percent in September 1938. The 23 States in which benefits were payable in January 1938 paid out \$154.3 million in the first half of 1939, as compared with \$176.3 million in the first 6 months of 1938.

Tables 7 and 8 show the distribution of benefit payments by amount of benefit checks issued for total and for partial unemployment, respectively, during the quarter ended June 30, 1939. The pattern for the group of reporting States as a whole is very similar to that for the first quarter of 1939. For the past quarter, about 16 percent of the weekly payments for total unemployment were less than \$6, about 35 percent ranged from \$6 to \$10, and almost half amounted to \$10 or more. The lowest average weekly payments for total unemployment—about \$5.90—were reported by Mississippi and North Carolina. Seventeen States had average weekly payments in excess of \$10, with the highest again reported by Alaska and Wyoming.

#### State Amendments

Most of the States which have held legislative session this year have already passed amendments to the unemployment compensation laws. Amendments passed late in June and during July include the following changes.

**California.**—The benefit formula was markedly revised by an amendment, effective December 1, 1939, which replaces another amendment made earlier this year. The minimum benefit is to be \$10 and the maximum \$18, based on a table which shows the weekly benefit amount as approximately one-twentieth of highest quarterly earnings. However, to be eligible a person must have earned \$300 during a four-quarter base period. The disqualification for misconduct will provide up to a 5-week postponement of benefits rather than a flat 2-week period.

**Massachusetts.**—Employee contributions, suspended for July 1938–June 1939, have now been discontinued. Amendments to conform to the Railroad Unemployment Insurance Act were also passed.

**Michigan.**—The base period has been changed from an eight-quarter to a four-quarter period.

If the worker's highest earnings in any quarter of his base period were from \$100 to \$175, he will receive \$7 in benefits for each week of total unemployment, and if they were less than \$100 he will receive a minimum of \$6. The duration is computed at one-fourth of base-period wages if they amounted to \$800 or more, and 30 percent if they were less than \$800. However, provisions are made to extend the benefit-payment period,

at the discretion of the commission, to not more than 16 weeks, even though unused wage credits are not available, if the agency requires a claimant to undergo vocational retraining. Partial benefits which were formerly payable solely on a monthly basis may now be paid on a weekly basis instead. The waiting period has been changed to 2 weeks in a benefit year with an additional week whenever the payment of benefits is interrupted by a

Table 7.—Average benefit and percentage distribution of number of benefits for total unemployment,<sup>1</sup> by amount of benefit check and by States, April-June 1939

[Data reported by State agencies, corrected to Aug. 2, 1939]

State	Average weekly benefit	Percentage distribution of number of benefits in amounts of—								
		Less than \$2.00	\$2.00 to \$3.99	\$4.00 to \$5.99	\$6.00 to \$7.99	\$8.00 to \$9.99	\$10.00 to \$11.99	\$12.00 to \$13.99	\$14.00 to \$15.99	\$16.00 and over
Total.....	\$10.13	0.5	3.0	12.1	18.8	16.1	13.2	10.6	21.8	3.9
Alabama.....	7.21	1.7	10.1	24.5	29.4	13.3	8.4	4.5	8.1	-----
Alaska.....	15.13	-----	-----	1.3	3.0	3.8	4.2	2.1	4.3	80.3
Arizona.....	11.20	-----	.6	3.2	12.2	14.2	18.4	15.5	35.9	-----
Arkansas.....	7.14	.7	15.4	20.1	20.6	10.9	7.3	7.4	8.6	-----
California.....	10.92	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	23.6	18.6	15.9	12.1	29.8	-----
Colorado.....	10.99	.1	.6	8.4	12.8	13.1	13.3	15.1	36.6	-----
Connecticut.....	9.85	.4	1.4	2.7	28.2	19.7	15.4	11.2	21.0	-----
Delaware.....	8.15	( <sup>1</sup> )	( <sup>1</sup> )	32.2	20.0	14.9	11.3	7.3	14.3	-----
District of Columbia.....	8.46	.4	6.3	21.2	24.2	16.4	9.9	5.8	15.8	-----
Florida.....	7.77	2.5	7.1	33.9	19.1	11.4	7.3	5.3	13.4	-----
Georgia.....	6.17	3.5	11.0	42.4	20.1	9.4	5.3	2.9	5.4	-----
Hawaii.....	8.93	( <sup>1</sup> )	( <sup>1</sup> )	17.6	23.5	22.7	17.7	7.2	11.3	-----
Idaho.....	9.76	1.0	2.4	11.4	12.6	10.3	12.3	14.7	35.1	.2
Illinois.....	11.10	-----	.2	3.1	10.5	16.6	16.4	14.2	39.0	-----
Indiana.....	9.12	1.2	2.0	20.5	17.0	15.0	14.2	10.2	19.9	-----
Iowa.....	10.58	.2	1.2	10.1	12.0	13.8	12.5	11.9	38.3	-----
Kansas.....	8.62	( <sup>1</sup> )	( <sup>1</sup> )	29.0	21.3	17.3	12.4	8.1	11.9	-----
Kentucky.....	8.30	.3	.6	35.8	21.9	13.9	8.4	5.2	3.9	10.0
Louisiana.....	8.30	.2	11.4	24.2	22.6	18.2	9.9	5.7	7.8	-----
Maine.....	7.37	-----	-----	-----	-----	-----	-----	-----	-----	-----
Maryland.....	9.22	-----	-----	18.1	21.5	19.2	13.8	10.0	17.4	-----
Massachusetts.....	10.09	( <sup>1</sup> )	( <sup>1</sup> )	9.1	16.9	22.2	15.9	10.4	25.5	-----
Michigan.....	13.07	( <sup>1</sup> )	( <sup>1</sup> )	.4	7.9	9.6	11.4	13.3	14.1	43.3
Minnesota.....	12.18	( <sup>1</sup> )	.3	2.5	26.4	18.8	14.5	13.1	24.4	-----
Mississippi.....	5.89	6.0	22.8	32.3	18.3	7.6	4.0	3.0	6.0	-----
Missouri.....	8.49	1.4	3.5	21.5	20.3	17.0	11.7	8.2	16.4	-----
Montana.....	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----
Nebraska.....	8.70	-----	2.8	17.6	18.7	19.1	13.6	11.1	17.1	-----
Nevada.....	12.74	.4	.8	1.4	5.6	8.5	12.7	14.3	56.3	-----
New Hampshire.....	8.81	-----	.1	14.0	24.7	23.5	15.6	8.9	13.2	-----
New Jersey.....	9.62	( <sup>1</sup> )	( <sup>1</sup> )	18.2	17.6	15.6	12.6	9.8	26.2	-----
New Mexico.....	9.90	-----	1.7	16.2	17.7	16.0	12.2	8.9	27.3	-----
New York.....	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----
North Carolina.....	5.88	5.0	20.4	29.3	20.0	9.2	4.6	2.2	3.3	-----
North Dakota.....	9.36	.1	.5	11.2	17.8	18.7	18.2	12.1	21.4	-----
Ohio.....	10.21	.2	2.4	8.9	17.7	18.6	17.4	13.1	21.7	-----
Oklahoma.....	10.21	.7	2.7	3.6	5.5	32.7	11.8	10.8	32.2	-----
Oregon.....	11.72	.3	.2	.5	12.0	12.7	13.4	16.1	44.8	-----
Pennsylvania.....	11.91	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	18.9	12.0	13.0	15.9	40.2	-----
Rhode Island.....	9.98	.6	2.5	2.6	21.9	22.6	10.3	10.3	10.2	10.0
South Carolina.....	6.31	.2	3.2	81.1	27.8	7.9	4.4	2.0	3.4	-----
South Dakota.....	9.45	.2	1.1	15.4	18.2	20.0	14.8	10.7	19.6	-----
Tennessee.....	7.17	1.8	7.6	31.4	24.7	14.9	7.1	4.1	8.4	-----
Texas.....	-----	-----	-----	-----	-----	-----	-----	-----	-----	-----
Utah.....	10.13	1.4	4.4	5.8	20.2	13.4	11.7	12.8	30.3	-----
Vermont.....	9.38	.9	1.8	11.6	19.3	27.6	14.7	10.9	13.2	-----
Virginia.....	7.65	( <sup>1</sup> )	15.6	21.3	26.1	13.1	7.4	6.0	10.5	-----
Washington.....	10.72	( <sup>1</sup> )	1.6	4.7	20.1	15.7	10.9	15.9	31.1	-----
West Virginia.....	7.82	-----	12.7	22.1	18.4	15.9	12.3	7.3	11.3	-----
Wisconsin.....	9.35	.2	1.8	5.7	13.5	21.1	24.7	11.8	21.2	-----
Wyoming.....	14.01	.1	.2	2.4	9.1	7.2	7.9	13.7	11.4	48.0

<sup>1</sup> For definitions of types of unemployment, see *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), p. 33.

<sup>2</sup> Based on May and June data only.

<sup>3</sup> Minimum payments are provided by State law as follows: Virginia, \$3; Kentucky, \$4; Delaware, Hawaii, Massachusetts, and New Jersey, \$5; California and Pennsylvania, \$7.

<sup>4</sup> Based on June data only.

<sup>5</sup> Benefits not payable until July 1939.

<sup>6</sup> Less than 0.1 percent.

<sup>7</sup> Data not reported.

<sup>8</sup> Data not comparable; payments are made on biweekly basis.

<sup>9</sup> Benefits for part-total unemployment included with benefits for total unemployment.

lapse of 6 or more consecutive weeks during which no benefits are payable, but not more than 4 waiting-period weeks altogether in the benefit year. Base-period earnings of \$200 including \$50 in each of two different calendar quarters are required to qualify for benefits. Employees who leave their jobs voluntarily without good cause and who refuse to return to such jobs or other suitable work when offered to them by the em-

ployer cannot receive any benefits until they have earned at least \$200 in wages from other employment. A new provision has been passed which disqualifies workers for misrepresentation and deducts weeks of such disqualification from the benefits available to the worker. The experience rating provision has been revised to correlate an employer's experience with the State-wide experience and to exclude seasonal employment from

**Table 8.—Average benefit and percentage distribution of number of benefits for partial unemployment,<sup>1</sup> by amount of benefit check and by States, April-June 1939**

[Data reported by State agencies, corrected to Aug. 2, 1939]

State	Average weekly benefit	Percentage distribution of number of benefits in amounts of—								
		Less than \$2.00	\$2.00 to \$3.99	\$4.00 to \$5.99	\$6.00 to \$7.99	\$8.00 to \$9.99	\$10.00 to \$11.99	\$12.00 to \$13.99	\$14.00 to \$15.99	\$16.00 and over
Total	\$5.44	11.1	25.2	24.4	17.1	11.1	6.2	3.4	1.3	0.2
Alabama	5.87	10.5	21.7	23.4	21.9	11.3	5.3	2.3	3.5	.1
Alaska <sup>2</sup>	8.71	5.3	12.0	10.0	16.6	12.7	14.0	14.7	14.7	
Arizona	6.96	.3	15.6	17.5	20.1	20.7	10.9	10.1	4.8	
Arkansas	4.10	22.4	32.7	24.0	10.5	5.6	3.0	1.2	.6	
California	5.61	10.2	22.8	26.5	17.0	11.7	7.5	3.5	.8	
Colorado	7.33	6.7	15.3	19.7	18.0	16.0	12.4	9.8	2.1	
Connecticut	6.08		29.0	24.8	23.1	12.2	6.5	3.1	1.3	
Delaware	5.19		29.6	30.3	12.9	11.9	6.5	2.7	.3	
District of Columbia	5.89	9.7	19.4	24.1	18.3	13.6	8.1	4.9	1.7	.3
Florida	5.54	.2	35.4	30.2	14.9	8.6	6.5	3.4	.8	
Georgia	3.61	29.0	36.8	19.4	8.6	3.5	2.0	.7		
Hawaii	5.11	5.3	31.6	29.3	19.5	9.8	2.3	1.5	.7	
Idaho <sup>3</sup>	7.75	6.7	10.2	14.0	17.5	15.0	13.7	13.4	8.0	1.5
Illinois <sup>4</sup>										
Indiana	5.41	9.5	24.4	21.6	18.2	14.3	7.9	3.4	.7	
Iowa	5.88	4.7	28.2	25.1	17.5	13.2	7.0	3.0	.4	
Kansas	5.63	15.2	19.6	19.3	15.5	14.0	10.0	4.7	1.7	
Kentucky <sup>5</sup>	6.97	5.2	17.6	22.4	18.9	17.0	10.4	6.1	2.4	
Louisiana	6.31	.4	23.2	33.1	17.1	11.7	6.3	4.8	2.2	1.2
Maine	5.50		28.7	33.0	19.6	10.9	5.2	2.2	.4	
Maryland	6.22	.4	28.7	27.4	19.1	11.6	7.0	2.8	1.5	1.5
Massachusetts <sup>6</sup>										
Michigan <sup>7</sup>	6.07	14.2	19.2	25.5	17.0	12.1	8.2	3.3	.5	
Minnesota	3.92	34.3	26.4	15.7	10.7	5.6	3.4	2.8	1.1	
Mississippi <sup>8</sup>	5.47	14.3	25.4	21.1	15.5	12.3	7.0	3.0	1.4	
Montana <sup>9</sup>										
Nebraska <sup>10</sup>	6.67		3.7	37.1	25.9	18.5	11.1	3.7		
Nevada	10.16			7.7	13.8	17.7	24.1	21.6	15.1	
New Hampshire	5.57	10.4	21.3	24.6	17.1	12.6	7.8	4.3	1.5	.4
New Jersey <sup>11</sup>										
New Mexico	6.79	6.6	18.0	19.7	20.1	13.7	12.7	7.3	1.9	
New York <sup>12</sup>										
North Carolina	4.12	27.4	33.0	19.6	9.1	4.9	3.1	1.8	1.1	
North Dakota	7.63		1.0	22.8	27.4	21.1	14.9	9.4	3.4	
Ohio	5.19	10.9	28.7	22.8	19.3	13.1	2.4	2.8		
Oklahoma	6.74	8.2	15.7	20.8	21.7	12.4	10.4	7.7	3.1	
Oregon	6.66	6.1	18.0	23.2	18.8	15.6	11.1	5.9	1.3	
Pennsylvania <sup>13</sup>										
Rhode Island	4.55	18.5	32.9	21.6	13.8	7.0	3.9	1.9	.4	
South Carolina	4.04	25.9	20.5	32.9	14.8	3.7	1.5	.4	.3	
South Dakota	5.85	9.8	20.3	26.2	16.3	13.4	9.4	4.2	.4	
Tennessee	4.97	7.1	38.5	27.6	12.0	6.2	3.0	1.6	4.0	
Texas <sup>14</sup>										
Utah <sup>15</sup>	8.34	7.1	18.0	15.7	10.7	10.7	3.8	4.4	29.6	
Vermont	4.92	12.5	32.0	25.5	14.2	9.2	4.0	1.6	1.0	
Virginia	4.57	10.6	41.1	25.1	11.6	5.8	3.6	2.0	.2	
Washington	4.79	12.3	20.9	23.6	16.2	14.5	8.3	3.6	.6	
West Virginia	5.71		32.1	22.1	23.0	11.0	10.3	1.2	.3	
Wisconsin <sup>16</sup>	5.00	8.0	39.7	16.7	18.3	5.6	8.2	1.0	2.5	
Wyoming	10.54	.7	3.1	14.4	21.8	17.0	8.8	16.9	11.1	6.2

<sup>1</sup> For definitions of types of unemployment, see *Social Security Bulletin*, Vol. 2, No. 3 (March 1939), p. 33. Includes benefits for part-total unemployment, except where otherwise noted. Benefits for partial unemployment are not provided by State law in Massachusetts, Mississippi, New Jersey, New York, and Pennsylvania. None of the above, except Mississippi, provide for payments of less than full weekly benefit amount for total unemployment, i. e., "part-total" unemployment. In Kentucky, which pays benefits for part-total unemployment, the provision for benefits for partial unemployment is not effective until July 1, 1939.

<sup>2</sup> Based on May and June data only.

<sup>3</sup> Based on June data only.

<sup>4</sup> Benefits not payable until July 1939.

<sup>5</sup> Data not comparable; payments are made on monthly basis.

<sup>6</sup> Benefits for partial unemployment first payable in June 1939.

<sup>7</sup> Data not comparable; payments are made on biweekly basis.

<sup>8</sup> Benefits for part-total unemployment included with benefits for total unemployment in table 7.



consideration in experience rating. Railroad workers were transferred to the Federal railroad unemployment insurance system.

**Missouri.**—An amendment passed in July provides for payment of an individual's maximum total amount of benefits at the rate of \$2 a week, if the weekly benefit amount is less than \$2, and provides that the agency need not redetermine the weekly benefit amount more often than once during a benefit year. The law also provides for transfer of railroad workers to the Federal railroad unemployment insurance system.

**South Carolina.**—One of the few State laws in which the benefit structure was based on weeks of employment has now been revised to provide for benefits based upon earnings. The weekly benefit amount, ranging from \$3 to \$15, is computed as about one twenty-sixth of the highest quarterly earnings in a fixed four-quarter base period. Each eligible person may receive benefits amounting to 16 times the weekly benefit amount after earning qualifying wages of 40 times the weekly benefit amount in the base period (50 times if the weekly benefit amount is \$7 or more) and serving a wait-

Table 9.—Operations of the United States Employment Service, by States, June 1939

State	Placements					New applications		Active file <sup>1</sup> as of June 30, 1939	
	Total	Private			Public	Number	Percentage change from May <sup>1</sup>		
		Number	Percentage change from May <sup>1</sup>	Regular (over 1 month)	Temporary (1 month or less)				Number
Total.....	343,548	261,371	+4	117,287	134,084	92,177	569,975	+10	6,271,017
Alabama.....	5,347	3,741	-15	1,459	2,282	1,606	6,591	-2	131,932
Alaska.....	866	242	-18	114	128	624	570	-25	2,426
Arizona.....	2,314	1,894	+9	663	1,231	420	2,448	+29	23,848
Arkansas.....	7,575	6,506	+1	1,054	5,452	1,069	5,388	-4	76,385
California.....	24,686	21,836	+8	10,540	11,296	2,850	46,210	+16	408,254
Colorado.....	7,304	5,907	+30	2,038	3,869	1,397	5,915	+4	64,337
Connecticut.....	5,464	4,218	-7	2,574	1,644	1,246	7,723	+29	101,580
Delaware.....	2,072	1,392	-7	474	918	680	1,584	+26	13,567
District of Columbia.....	3,915	3,251	-20	1,417	1,834	664	4,258	+30	45,048
Florida.....	2,070	1,003	+21	566	437	1,067	11,720	+14	71,065
Georgia.....	9,312	5,410	+18	1,971	3,439	3,902	12,719	+16	167,758
Hawaii.....	536	236	+11	99	137	300	986	+8	9,294
Idaho.....	4,345	3,249	+27	817	2,432	1,096	2,648	+7	14,916
Illinois.....	10,971	10,772	-12	4,825	5,947	199	23,611	+23	166,886
Indiana.....	8,287	7,915	+3	4,398	3,517	372	18,838	+28	198,520
Iowa.....	9,304	5,220	-15	1,887	3,333	4,084	8,485	+26	93,280
Kansas.....	3,007	2,382	+3	958	1,424	625	4,746	+3	33,697
Kentucky.....	3,631	2,021	-4	808	1,213	1,610	9,884	-11	85,381
Louisiana.....	5,027	3,975	-18	2,734	1,241	1,052	8,822	+12	110,531
Maine.....	3,604	2,226	+49	1,845	381	1,378	3,525	+49	33,929
Maryland.....	4,079	2,875	+2	1,651	1,224	1,204	6,655	+30	73,779
Massachusetts.....	4,059	2,178	+1	1,512	666	1,881	18,374	+11	255,294
Michigan.....	14,294	10,598	+15	6,322	4,276	3,696	20,096	+17	260,732
Minnesota.....	7,901	5,155	-5	2,795	2,360	2,746	8,278	+35	185,552
Mississippi.....	6,603	1,933	+37	669	1,273	4,670	9,052	+12	65,210
Missouri.....	6,516	5,122	+1	2,475	2,647	1,394	18,049	+7	126,285
Montana.....	2,064	795	-7	476	319	1,269	1,889	+39	27,673
Nebraska.....	3,805	1,463	-9	680	783	2,342	3,416	+15	53,214
Nevada.....	1,363	988	+3	560	428	375	1,195	+14	4,391
New Hampshire.....	2,656	1,445	-16	1,029	416	1,211	2,320	+23	30,716
New Jersey.....	10,815	9,945	+1	5,693	4,252	870	26,726	+7	258,387
New Mexico.....	2,206	1,415	+13	889	526	791	1,835	+11	33,532
New York.....	24,245	19,331	+2	9,816	9,515	4,914	72,579	-7	469,377
North Carolina.....	9,719	4,864	+13	2,634	2,230	4,855	9,842	-9	107,783
North Dakota.....	2,483	1,742	+8	790	952	741	2,134	+49	31,825
Ohio.....	14,169	11,356	-10	5,706	5,650	2,813	32,402	+9	425,280
Oklahoma.....	6,041	4,845	-16	1,005	3,840	1,196	7,788	+1	54,911
Oregon.....	7,490	5,715	+30	3,093	2,622	1,775	5,328	+19	47,114
Pennsylvania.....	11,370	7,075	-11	4,761	2,314	4,295	43,579	+22	861,192
Rhode Island.....	1,219	848	+12	520	328	371	4,355	+2	33,716
South Carolina.....	4,120	1,120	+5	578	542	3,000	5,598	+13	114,486
South Dakota.....	1,674	1,030	+1	434	596	644	1,447	+18	32,044
Tennessee.....	6,394	4,558	-5	1,710	2,848	1,836	8,363	+13	137,711
Texas.....	34,627	27,213	+9	8,294	18,919	7,414	28,848	+14	281,356
Utah.....	2,581	2,199	+172	370	1,829	382	3,166	+70	24,110
Vermont.....	1,686	909	+15	597	312	777	1,741	+59	16,791
Virginia.....	7,129	3,760	-16	2,535	1,225	3,369	9,177	-3	49,955
Washington.....	8,603	8,039	+90	2,840	5,199	564	8,789	+30	92,505
West Virginia.....	3,594	2,320	+2	1,453	867	1,274	6,441	-36	80,852
Wisconsin.....	9,208	6,598	( <sup>9</sup> )	3,908	2,690	2,610	12,095	+41	170,742
Wyoming.....	1,198	541	-32	260	281	657	1,456	+17	11,870

<sup>1</sup> Adjusted for number of workdays.

<sup>2</sup> Represents applicants regarded by employment office as actively seeking work. The files are cleared periodically by removal of cards of applicants who have not recently renewed their registrations. There is some variation

from office to office and State to State in frequency with which this is done. The extent to which applicants for work relief are included in active file also varies from State to State.

<sup>3</sup> Increase of less than 1 percent.

ing period of 2 weeks of unemployment in the benefit year. Partial benefits, payable when wages fall below the weekly benefit amount, equal that amount less earnings in excess of \$1. Weeks of disqualification for misconduct, voluntary leaving, and refusal of suitable work may be deducted from total benefits payable. For repeated refusal of suitable work an individual may be declared ineligible until he has earned wages of at least 8 times his weekly benefit amount. Amendments to conform to the Railroad Unemployment Insurance Act were passed.

*Wisconsin.*—Changes effective December 31, 1939, include a reduction in the initial waiting period from 3 to 2 weeks; an increase in the ratio of benefits to weeks of employment from 1:4 to 1:3; an adjustment of the weekly benefit amount

to multiples of \$1.50 rather than \$1; a provision for a \$6 minimum for weeks of total unemployment; and a continuation of the employer's liability to pay benefits for 68, rather than 26, weeks after the termination of an employee's work for such employer. The disqualifications were changed so that a disciplinary suspension for reasons other than misconduct connected with the individual's work is punishable by a 3-week ineligibility, and the provision concerning disqualifications of workers employed in fruit or vegetable canneries is extended to cover any benefits from a cannery's account, rather than only partial benefits. County and city governments have now been excluded from compulsory coverage. Amendments to conform to the Railroad Unemployment Insurance Act were also passed.

# PUBLIC ASSISTANCE

BUREAU OF RESEARCH AND STATISTICS • DIVISION OF PUBLIC ASSISTANCE RESEARCH

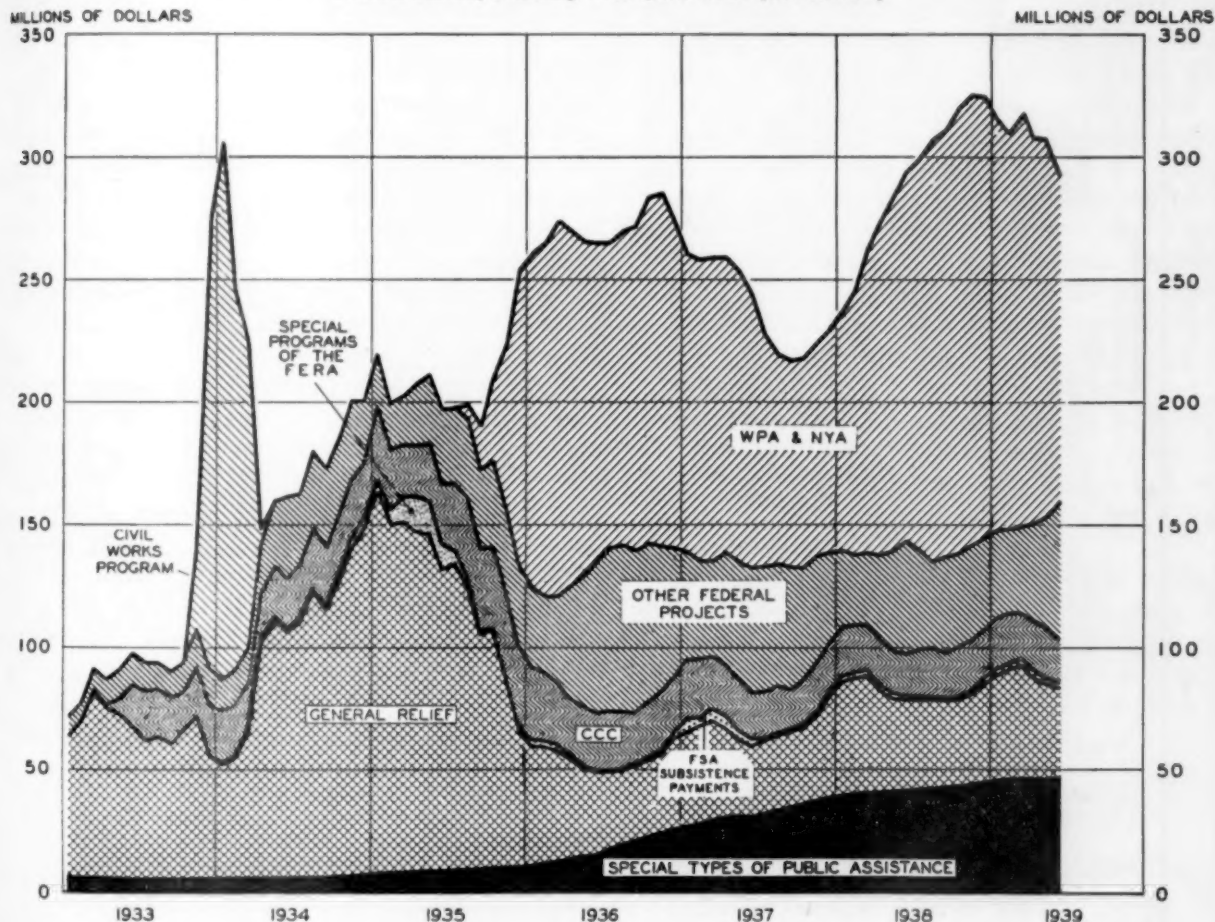
## PUBLIC AID IN THE UNITED STATES SINCE 1933

FOR THE 6½ years ended June 1939 a record is available of the total volume of public aid in the continental United States. In the first half of 1933, when the trough of the depression was reached, the Federal Government first assumed a share of the responsibility for relieving unemployment and destitution. Prior to that time the relief problem was considered a matter for State and local concern. Since 1933 there has been notable progress in the development of a comprehensive plan for providing public aid to needy families

and persons in this country. The growth and shifts in emphasis that have occurred in the total structure for providing assistance and earnings are reflected in chart I which traces the course of monthly expenditures for the various types of aid from January 1933 through June 1939. Detailed monthly data on expenditures and on recipients of public assistance and persons employed under the various programs are given in tables 2 and 3.

Included under the assistance programs are the three special types of public assistance under the

Chart I.—Public assistance and earnings of persons employed under Federal work programs in the continental United States, January 1933–June 1939 (see table 2)





**Table 1.—Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by 6-month periods, January 1933–June 1939<sup>1</sup>**

Period	Obligations incurred for—				Earnings of persons employed under Federal work programs				
	Special types of public assistance		General relief		Subsistence payments certified by the Federal Security Administration	Civilian Conservation Corps	Works Progress Administration		National Youth Administration
	Old-age assistance	Aid to dependent children	Aid to the blind				Projects operated by the W.P.A.	Projects operated by other Federal agencies	
1933 January–June	\$543,107	\$13,425	\$20,722	\$2,901	\$2,066	\$24,853			
1933 July–December	815,051	12,646	19,752	2,938	3,687	115,883			
1934 January–June	1,280,408	14,317	20,254	3,237	2,123	118,431			
1934 July–December	1,155,918	17,927	20,432	3,856	3,946	142,550			
1935 January–June	1,279,736	29,105	20,588	3,860	85,294	139,401			
1935 July–December	1,315,029	35,861	21,139	4,080	580,302	193,401			
1936 January–June	1,606,980	42,762	23,237	6,020	248,780	193,401			
1936 July–December	1,651,374	102,477	26,226	7,793	1,467	193,401			
1937 January–June	1,534,470	141,305	32,323	8,603	105,185	193,401			
1937 July–December	1,334,890	169,137	38,931	8,603	105,185	193,401			
1938 January–June	1,897,863	191,037	46,556	9,740	219,937	193,401			
1938 July–December	1,887,864	201,483	50,882	9,740	219,937	193,401			
1939 January–June	1,866,074	211,926	56,144	10,079	252,065	193,401			
1933 January–June	100.0	2.5	3.8	0.5	0.4	4.6			
1933 July–December	100.0	1.6	2.9	0.5	0.5	14.2			
1934 January–June	100.0	1.1	1.8	0.3	2.0	11.0			
1934 July–December	100.0	2.3	1.8	0.3	6.7	17.2			
1935 January–June	100.0	2.7	1.6	0.3	6.7	17.2			
1935 July–December	100.0	3.3	1.4	0.3	2.3	10.3			
1936 January–June	100.0	5.3	1.4	0.4	0.2	14.7			
1936 July–December	100.0	6.2	1.6	0.4	0.5	18.1			
1937 January–June	100.0	9.2	2.1	0.5	0.8	20.8			
1937 July–December	100.0	12.7	2.9	0.6	1.9	46.3			
1938 January–June	100.0	12.0	2.9	0.6	8.6	47.9			
1938 July–December	100.0	10.7	2.7	0.5	6.9	44.8			
1939 January–June	100.0	11.3	3.0	0.5	7.7	47.4			
1933 January–June	4.32	\$0.11	\$0.16	\$0.02	\$0.02	\$0.20			
1933 July–December	6.48	0.10	0.16	0.03	0.03	0.22			
1934 January–June	10.11	0.11	0.16	0.03	0.03	0.92			
1934 July–December	9.13	0.14	0.16	0.03	0.03	1.13			
1935 January–June	10.04	0.23	0.16	0.03	0.03	1.09			
1935 July–December	10.31	0.25	0.17	0.03	0.03	1.32			
1936 January–June	12.51	0.41	0.18	0.03	0.03	1.19			
1936 July–December	12.86	0.80	0.20	0.05	0.06	1.08			
1937 January–June	11.87	1.09	0.25	0.06	0.06	1.02			
1937 July–December	10.33	1.31	0.30	0.07	0.07	0.88			
1938 January–June	12.36	1.48	0.36	0.08	0.07	0.92			
1938 July–December	14.61	1.36	0.39	0.08	0.07	0.92			
1939 January–June	14.44	1.04	0.43	0.08	0.10	0.92			
1933 January–June									
1933 July–December									
1934 January–June									
1934 July–December									
1935 January–June									
1935 July–December									
1936 January–June									
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1937 July–December									
1938 January–June									
1938 July–December									
1939 January–June									

<sup>1</sup> See footnotes on table 2.  
<sup>2</sup> Less than 0.1 percent.

<sup>3</sup> Based on total population estimated by the U. S. Bureau of the Census as of July 1 of each year except 1938 and 1939 which are based on estimated population as of July 1, 1937.  
<sup>4</sup> Less than 1 cent.

Social Security Act, general relief, and subsistence payments to farmers. Also included are the special programs of the Federal Emergency Relief Administration which was created in 1933 and was liquidated, beginning in 1935. With the exception of relatively small amounts of assistance disbursed as earnings under the special programs of the FERA all these types of aid represent payments scaled to the needs of recipients as determined on the basis of budget deficits, flat grants minus income, or some other plan.

Among the Federal work programs established to relieve unemployment are the programs of the Civilian Conservation Corps, the Works Progress Administration, the National Youth Administration, and other Federal work and construction projects. Included also is the Civil Works Program which was operated only in the winter of 1933-34. Earnings under the various Federal work programs are determined on the basis of hourly wage rates and hours of employment, rather than family or individual need.

In the 6½ years ended in June total expenditures for public assistance and for earnings under Federal work programs amounted to \$17.9 billion, of which \$6.9 billion was for assistance and \$11.0 billion for earnings. These sums do not include the cost of administering the various programs, or the cost of materials, supplies, and other items incident to the operation of work projects.

Rates representing the amount spent per inhabitant for public assistance and earnings under each program are given in table 1 for 13 half-year periods. These rates reflect the growth which has taken place in the comprehensive structure for aiding needy families and persons and also show the changes in the amount of aid disbursed under specific programs. It should be pointed out that the incidence of dependency has not varied directly with the amount of aid, since standards of adequacy have generally risen and have varied strikingly under the different programs.

In the first half of 1939 the total amount spent per inhabitant for all public assistance and earn-

ings was \$14.44. This was the highest rate of expenditure in any half-year period except that immediately preceding, when the rate was \$14.61. In the first half of 1933 the amount per inhabitant was \$4.32.

The amount spent per inhabitant for earnings on WPA-operated or financed projects was \$7.12 in the first 6 months of 1939 and \$7.89 in the last 6 months of 1938; in the second half of 1937 the rate was \$3.92, the lowest amount in any half year since the second half of 1935 when the WPA program was being organized.

Expenditures per inhabitant for other Federal work and construction projects amounted to \$1.90 in the first half of 1939, but the highest rate—\$2.93—was recorded for the second half of 1936.

For general relief the amount spent per inhabitant was \$1.95 in the 6 months ended June 1939. The highest rate for general relief—\$6.69—was recorded for the first half of 1935 when the general relief program of the FERA was at its height. Created in May 1933, the FERA made final grants to the States by the end of 1935. The effect of the withdrawal of Federal funds from the general relief program is clearly revealed by the rates for subsequent periods.

For the three special types of public assistance, amounts spent per inhabitant have risen steadily since the first half of 1936 when the first grants-in-aid to the States were made under the Social Security Act. The amounts spent per inhabitant for aid to dependent children and old-age assistance in the first half of 1933—16 cents and 11 cents, respectively—contrast sharply with those for the first half of 1939 when expenditures per inhabitant for aid to dependent children had risen to only 43 cents, whereas the rate for old-age assistance rose to \$1.64.

Amounts expended per inhabitant for earnings of persons enrolled in the CCC (originally the Emergency Conservation Work) rose from 20 cents in the first half of 1933 to a peak of \$1.52 in the second half of 1935; in the first half of 1939 the rate was 92 cents.

Table 2.—Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by months, January 1933–June 1939

Year and month	All public assistance and earnings of persons employed under Federal work programs	Obligations incurred for—			Subsidies payments certified by the Farm Security Administration, 1	Earnings of persons employed under Federal work programs 2									
		Special types of public assistance 1	General relief 2	Relief under special programs of the Federal Emergency Relief Administration 3		Civilian Conservation Corps 7	Works Progress Administration 4		National Youth Administration 5	Other Federal work and construction projects 10	Civil Works Program 11				
							Projects operated by the WPA	Projects operated by other Federal agencies				Student aid	Work projects		
1933 total	\$1,358,189	\$72,414	\$758,752	\$5,753		\$140,736					\$165,548				\$214,956
January	77,336	6,485	59,615	326											10,910
February	81,074	6,218	64,438	328											10,060
March	85,747	6,215	77,442	421											11,070
April	90,917	6,109	70,309	335											12,060
May	95,629	6,060	68,037	335											14,810
June	102,404	5,961	63,359	322											15,770
July	98,539	5,863	57,719	339											14,016
August	97,942	5,866	59,372	339											14,016
September	95,855	5,870	56,598	322											12,394
October	90,189	5,870	62,531	439											13,896
November	144,307	5,878	67,971	735											14,777
December	279,222	6,002	51,361	1,538											17,546
1934 total	2,436,325	80,003	1,200,360	61,069		260,957									183,024
January	311,821	6,274	48,353	2,897											31,932
February	250,905	6,208	50,219	3,566											603,059
March	229,511	6,300	61,025	4,778											14,718
April	154,128	6,267	97,917	4,682											15,964
May	166,381	6,341	105,942	4,913											15,017
June	167,573	6,418	101,485	4,317											21,400
July	173,725	6,371	105,268	3,773											28,523
August	192,197	6,691	118,549	4,293											35,435
September	180,183	6,735	111,002	5,004											37,645
October	193,001	6,990	122,026	6,872											34,328
November	208,498	7,166	135,780	7,671											32,603
December	208,314	8,042	142,664	8,333											33,207
1935 total	2,594,765	114,663	1,433,180	114,996	\$2,541	332,851	\$238,018			\$6,364					26,169
January	223,081	8,478	158,064	9,325											352,152
February	207,300	8,662	144,163	10,416											22,158
March	210,889	8,798	145,178	14,784											19,754
April	215,188	9,051	141,148	18,693											20,692
May	218,919	9,213	139,296	17,766											25,827
June	204,359	9,381	125,069	14,340											29,029
July	205,737	9,690	127,073	9,833											31,050
August	206,176	9,804	117,386	7,146											31,051
September	197,029	9,958	98,125	4,770											32,841
October	216,465	10,221	99,836	3,627											33,586
November	229,981	10,548	79,697	2,718											36,405
December	259,541	10,859	58,185	1,608											2,095
1936 total	3,256,355	217,516	439,015	3,873	20,365	292,301	1,592,040			25,900	\$28,884				33,552
January	292,035	11,426	48,249	817	2,788	20,792	134,257			2,416	196				32,114
February	266,480	12,462	47,052	549	2,597	28,188	140,672			2,793	1,061				31,116
March	274,051	13,069	44,744	472	3,151	24,858	147,950			2,890	2,153				35,298
April	270,364	14,212	40,271	331	2,014	22,575	138,854			3,190	2,903				46,034
May	266,533	14,039	35,140	280	1,307	24,348	130,241			3,554	2,860				63,858
June	266,917	15,900	33,324	259	945	23,618	124,988			1,842	3,070				68,093
July	265,396	16,424	30,945	201	563	24,636	121,621			1	2,853				67,640
August	271,048	16,667	27,165	196	1,148	20,103	128,971			342	2,729				66,001
September	284,111	23,527	30,653	169	1,367	20,193	135,168			2,516	2,787				64,551
October															



	November	December	1937 total	1938 total	1939 total (6 months)
1937 total	2,860,370	2,860,370	5,720,740	5,720,740	5,720,740
January	290,564	27,802	318,366	318,366	318,366
February	298,304	28,876	327,180	327,180	327,180
March	298,305	30,238	328,543	328,543	328,543
April	298,944	31,125	330,069	330,069	330,069
May	293,140	31,692	324,832	324,832	324,832
June	244,204	31,462	275,666	275,666	275,666
July	227,289	33,025	260,314	260,314	260,314
August	219,096	34,056	253,152	253,152	253,152
September	216,430	35,576	252,006	252,006	252,006
October	217,747	36,625	254,372	254,372	254,372
November	224,364	38,004	262,368	262,368	262,368
December	229,964	39,385	269,349	269,349	269,349
1938 total	3,485,757	509,109	4,000,866	4,000,866	4,000,866
January	237,238	40,103	277,341	277,341	277,341
February	245,600	40,573	286,173	286,173	286,173
March	263,135	41,284	304,419	304,419	304,419
April	273,880	41,478	315,358	315,358	315,358
May	283,627	41,740	325,367	325,367	325,367
June	294,353	41,826	336,179	336,179	336,179
July	299,088	42,442	341,530	341,530	341,530
August	307,204	42,834	350,038	350,038	350,038
September	311,086	43,285	354,371	354,371	354,371
October	320,323	43,792	364,115	364,115	364,115
November	325,659	44,394	370,053	370,053	370,053
December	324,553	45,359	369,912	369,912	369,912
1939 total (6 months)	1,896,074	278,149	2,174,223	2,174,223	2,174,223
January	316,220	45,971	362,191	362,191	362,191
February	310,034	46,261	356,295	356,295	356,295
March	318,370	46,423	364,793	364,793	364,793
April	309,232	46,233	355,465	355,465	355,465
May	307,938	46,170	354,108	354,108	354,108
June	304,279	47,090	351,369	351,369	351,369

<sup>1</sup> Figures exclude cost of administration and of materials, equipment, and other items incident to operation of work programs. Figures are partly estimated and subject to revision. This series differs from that published in the *Social Security Bulletin*, Vol. 2, No. 4 (April 1939), pp. 45-46, because it includes amount of relief extended to transients.

<sup>2</sup> Figures for January 1933-January 1936 represent payments to recipients from Federal, State, and local funds in States administering the 3 special types of public assistance under the Social Security Act and from State and local funds only in States not participating under the act.

<sup>3</sup> Figures for January 1933-March 1937 from the WPA, Division of Statistics. Figures for 1933-35 include obligations incurred for direct relief, and earnings of relief and nonrelief persons (other than administrative employees) employed under the general relief program of the FERA; they also include an estimated amount of obligations incurred for relief extended to cases by local authorities from public funds under the poor laws.

<sup>4</sup> Figures from the WPA, Division of Statistics; include obligations incurred for relief extended to cases under emergency education, student aid, rural rehabilitation, and transient programs of the Emergency Relief Administration largely financed from FERA funds.

<sup>5</sup> Figures from the FSA; represent net amount of emergency grant vouchers certified to cases during month.

<sup>6</sup> Figures include earnings of persons certified as in need of relief and earnings of all other persons

employed on work and construction projects financed in whole or in part from Federal funds. Figures for the CCC include earnings of enrolled persons only.

<sup>7</sup> Figures estimated by the CCC by multiplying average monthly number of persons enrolled by average of \$70 per month. This average amount is based on amount of obligations incurred for cash allowances and for clothing, shelter, subsistence, and medical care of persons enrolled, and for certain other items.

<sup>8</sup> Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects financed from WPA funds and cover all pay-roll periods ended during month.

<sup>9</sup> Figures from the WPA, Division of Statistics; represent earnings during all pay-roll periods ended during month.

<sup>10</sup> Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent earnings on other work and construction projects financed in whole or in part from Federal funds and cover all pay-roll periods ended during monthly period ended on 15th of specified month.

<sup>11</sup> Figures from the WPA, Division of Statistics; represent estimated total earnings during month of persons employed under the Civil Works Program.

<sup>12</sup> For administrative reasons, some payments which would have been certified in December 1938 and February 1937 were not certified until January and March 1937, respectively.

<sup>13</sup> Less than \$1,000.

12 Table 3.—Recipients of public assistance and persons employed under Federal work programs in the continental United States, by months, January 1933—June 1939<sup>1</sup>

[In thousands]																				
Year and month	Recipients of special types of public assistance <sup>1</sup>				Cases receiving general relief <sup>2</sup>	Cases aided under special programs of the Federal Emergency Relief Administration <sup>3</sup>	Cases for which subsistence payments were certified by the Farm Security Administration <sup>4</sup>	Persons employed under Federal work programs <sup>5</sup>												
	Old-age assistance	Aid to dependent children		Aid to the blind				Civilian Conservation Corps <sup>7</sup>	Works Progress Administration <sup>8</sup>		National Youth Administration <sup>9</sup>									
		Families	Children						Projects operated by the WPA	Projects operated by other Federal agencies	Student aid	Work projects								
1933																				
January.....	116	112	280	25	4,247	65	.....	.....	.....	.....	.....	152								
February.....	116	108	270	24	4,512	65	.....	.....	.....	.....	.....	144								
March.....	112	113	283	24	5,087	84	.....	.....	.....	.....	.....	108								
April.....	110	111	278	25	5,185	67	.....	21	.....	.....	.....	190								
May.....	109	111	278	24	4,840	67	.....	91	.....	.....	.....	221								
June.....	108	108	270	24	4,328	64	.....	243	.....	.....	.....	237								
July.....	106	109	272	25	4,062	68	.....	204	.....	.....	.....	208								
August.....	105	110	275	24	3,940	63	.....	286	.....	.....	.....	185								
September.....	105	111	277	24	3,580	64	.....	274	.....	.....	.....	211								
October.....	104	111	277	25	3,647	67	.....	222	.....	.....	.....	257								
November.....	105	111	277	24	4,037	77	.....	289	.....	.....	.....	323								
December.....	107	112	285	25	3,246	101	.....	290	.....	.....	.....	330								
1934																				
January.....	123	110	275	27	3,135	131	.....	297	.....	.....	.....	292								
February.....	123	109	272	26	3,264	109	.....	293	.....	.....	.....	285								
March.....	125	111	277	26	3,770	229	.....	298	.....	.....	.....	282								
April.....	125	109	272	27	4,656	259	.....	256	.....	.....	.....	375								
May.....	128	110	275	26	4,636	297	.....	294	.....	.....	.....	494								
June.....	130	109	272	29	4,508	289	.....	284	.....	.....	.....	585								
July.....	134	110	275	32	4,003	295	.....	316	.....	.....	.....	600								
August.....	141	110	275	31	4,841	323	.....	357	.....	.....	.....	583								
September.....	145	109	272	31	4,877	384	.....	330	.....	.....	.....	527								
October.....	154	111	277	33	4,920	434	.....	350	.....	.....	.....	496								
November.....	164	111	277	32	5,096	451	.....	352	.....	.....	.....	471								
December.....	206	113	280	33	5,367	447	.....	330	.....	.....	.....	384								
1935																				
January.....	240	108	270	33	5,579	460	.....	358	.....	.....	.....	308								
February.....	256	107	267	32	5,542	472	.....	347	.....	.....	.....	285								
March.....	263	108	270	32	5,466	603	.....	306	.....	.....	.....	285								
April.....	274	110	275	33	5,313	646	.....	283	.....	.....	.....	351								
May.....	281	110	275	32	5,139	627	.....	335	.....	.....	.....	413								
June.....	293	108	270	33	4,829	557	.....	351	.....	.....	.....	447								
July.....	302	110	275	34	4,663	458	.....	401	(1)	.....	.....	444								
August.....	314	110	275	33	4,515	389	.....	481	220	.....	.....	463								
September.....	326	110	275	33	4,191	240	.....	483	374	.....	35	471								
October.....	347	112	280	35	3,965	169	.....	459	705	.....	184	506								
November.....	359	113	282	34	3,737	130	6	480	1,815	.....	234	509								
December.....	378	117	286	35	2,886	92	130	459	2,667	.....	283	488								
1936																				
January.....	430	123	304	37	2,219	40	151	426	2,880	.....	306	17								
February.....	473	132	328	41	2,130	27	139	403	3,019	.....	351	470								
March.....	505	132	328	43	2,011	23	172	355	2,960	.....	380	534								
April.....	571	144	350	42	1,828	15	108	322	2,897	.....	405	605								
May.....	607	149	360	43	1,658	13	86	348	2,397	.....	398	773								
June.....	630	156	382	43	1,556	11	108	356	2,346	.....	381	840								
July.....	788	158	388	42	1,453	10	62	350	2,115	.....	215	860								
August.....	807	148	392	43	1,434	9	41	338	2,335	.....	(1)	878								
September.....	899	140	346	43	1,389	9	60	338	2,440	.....	2	878								
October.....	974	154	379	44	1,360	9	78	308	2,548	.....	63	845								
November.....	1,035	158	390	43	1,400	9	55	277	2,548	.....	341	801								
December.....	1,106	160	401	45	1,510	11	113	343	2,545	.....	399	739								
								328	2,243	.....	178	657								

January	1,150	366	411	47	1,662	10	19,335	350	2,127	417	182	544
February	1,200	371	421	47	1,726	6	19,230	345	2,145	427	189	577
March	1,256	378	437	48	1,684	6	19,323	340	2,125	440	192	576
April	1,296	383	450	49	1,550	6	19,300	303	2,075	442	192	512
May	1,327	389	464	49	1,352	6	19,218	301	2,018	424	185	560
June	1,290	392	473	50	1,277	6	19,191	277	1,874	249	173	588
July	1,302	396	482	50	1,257	6	19,054	270	1,628	190	150	586
August	1,432	393	502	51	1,271	6	19,078	278	1,509	133	133	544
September	1,467	399	518	52	1,265	6	19,067	233	1,454	127	127	522
October	1,463	399	533	54	1,270	6	19,083	263	1,400	244	123	499
November	1,541	420	544	55	1,398	6	19,083	298	1,501	283	127	465
December	1,577	428	565	56	1,626	6	19,069	254	1,594	304	136	404
1938												
January	1,600	324	578	57	1,803	6	19,108	285	1,801	310	146	334
February	1,623	324	595	59	1,906	6	19,110	276	2,001	320	152	316
March	1,646	327	610	60	1,903	6	19,126	262	2,319	327	153	357
April	1,692	332	622	62	1,815	6	19,117	262	2,338	334	159	381
May	1,677	356	638	63	1,695	6	19,112	257	2,308	329	179	487
June	1,657	358	638	63	1,650	6	19,093	258	2,313	219	209	441
July	1,708	363	640	63	1,612	6	19,070	254	2,017	215	215	460
August	1,717	363	651	64	1,581	6	19,062	260	2,137	219	219	389
September	1,732	368	659	65	1,525	6	19,062	261	2,181	220	220	377
October	1,748	371	664	65	1,496	6	19,079	261	2,192	220	220	377
November	1,783	374	672	66	1,518	6	19,080	263	2,299	220	220	377
December	1,778	380	685	67	1,631	6	19,115	273	2,066	220	240	369
1939												
January	1,792	388	702	67	1,772	6	19,126	295	2,928	372	237	352
February	1,804	396	718	67	1,844	6	19,123	296	2,905	382	242	342
March	1,818	398	731	67	1,851	6	19,127	299	2,917	382	242	342
April	1,834	396	715	68	1,724	6	19,114	285	2,676	383	258	350
May	1,835	399	722	68	1,644	6	19,087	292	2,507	372	225	439
June	1,845	311	748	68	1,566	6	19,069	266	2,436	296	213	488

<sup>1</sup> Figures exclude administrative employees. Figures are partly estimated and subject to revision. This series differs from that published in the *Social Security Bulletin*, Vol. 2, No. 4 (April 1939), pp. 50-51, because it includes number of cases receiving transient care during month.

<sup>2</sup> Includes recipients of the 3 special types of public assistance in States administering these programs under the Social Security Act and recipients of similar types of assistance in States not participating under the act.

<sup>3</sup> Figures for January 1933-March 1937 from the WPA, Division of Statistics. Figures represent number aided during month. Figures for 1933-35 include cases receiving direct relief, and relief of nonrelief persons (other than administrative employees) employed under general relief program of the FERA; they include an estimated number of general relief cases added by local authorities from public funds under the poor laws.

<sup>4</sup> Figures from the WPA, Division of Statistics; include cases receiving relief during month under emergency education, student aid, rural rehabilitation, and transient programs of Emergency Relief Administration largely financed from FERA funds.

<sup>5</sup> Figures from the FSA; represent net number of emergency grant vouchers certified to cases during month. Ordinarily only 1 grant voucher per case is certified per month.

<sup>6</sup> Figures include persons certified as in need of relief and all other persons employed on work and construction projects financed in whole or in part from Federal funds. Figures for the CCC include enrolled persons only.

<sup>1</sup> Figures from the CCC; estimated for January 1933-April 1935; for subsequent months they are averages computed by the CCC from reports on number of persons enrolled on 10th, 20th, and last day of each month except for the Indian Division, for which averages are computed from daily reports.

<sup>2</sup> Figures from the WPA, Division of Statistics; represent average weekly number of persons employed during month on projects financed from WPA funds.

<sup>3</sup> Figures from the WPA, Division of Statistics; represent number of different persons employed during month.

<sup>4</sup> Figures from the Bureau of Labor Statistics, Division of Construction and Public Employment; represent average weekly number of persons employed on other work and construction projects financed in whole or in part from Federal funds during monthly period ended on 15th of specified month.

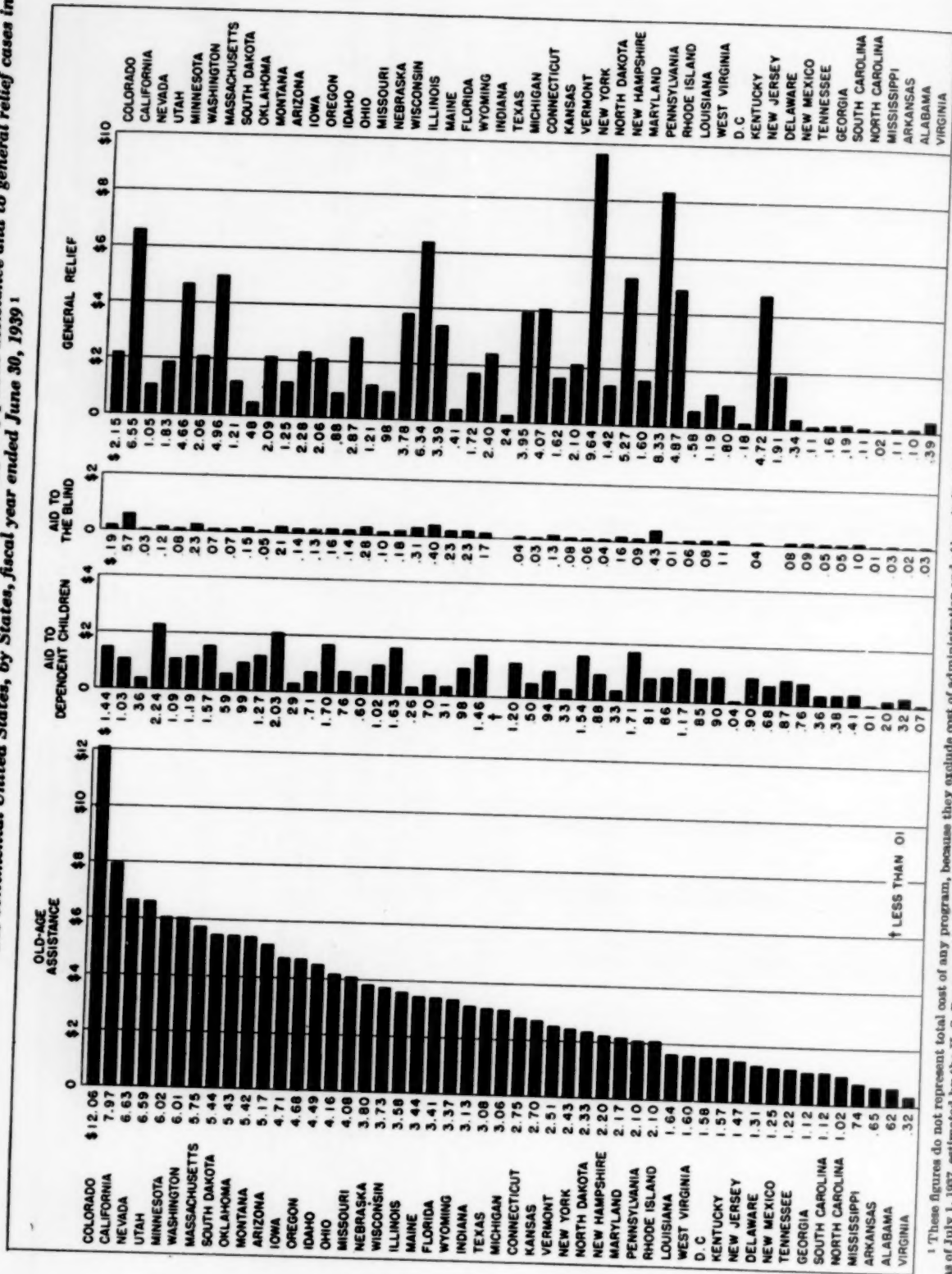
<sup>5</sup> Figures from the WPA, Division of Statistics; represent estimated number of persons employed under the Civil Works Program during month.

<sup>6</sup> Less than 500 persons.

<sup>7</sup> For administrative reasons, some payments which would have been certified in December 1936 and February 1937 were not certified until January and March 1937, respectively.



Chart II.—Amount per inhabitant for payments to recipients of each of the special types of public assistance and to general relief cases in the continental United States, by States, fiscal year ended June 30, 1939<sup>1</sup>



<sup>1</sup> These figures do not represent total cost of any program, because they exclude cost of administration and of hospitalization and burials. Amount per inhabitant based on total population as of July 1, 1937, estimated by the U. S. Bureau of the Census.

# PAYMENTS PER INHABITANT FOR THE SPECIAL TYPES OF PUBLIC ASSISTANCE AND GENERAL RELIEF, FISCAL YEAR ENDED JUNE 30, 1939

Among the programs providing aid to needy families and persons four are administered by State or local governments: the three special types of public assistance—old-age assistance, aid to dependent children, and aid to the blind—and general relief.

The special types of public assistance in States with approved plans are financed in part from Federal funds. For old-age assistance and aid to the blind the Federal share of assistance payments is one-half, and for aid to dependent children one-third, within certain limitations prescribed by the act. Differences in the extent of Federal participation in the various programs administered by State or local governments account in part for differences in amounts expended for payments to recipients under these programs. There is no Federal participation in the financing of general relief; hence the burden rests entirely on the States and localities.

Chart II shows, for each of the three special types of public assistance and for general relief, expenditures per inhabitant for payments to recipients in the fiscal year 1938-39 in the 48 States and the District of Columbia. The States are arrayed in the chart according to the rate of expenditure for old-age assistance.

Examination of the chart shows extreme variation among the States in expenditures per inhabitant for each type of aid. For the old-age assistance program the rates ranged from 32 cents in Virginia, where the program is in an early stage of development, to \$12.06 in Colorado. In Colorado the age limit for old-age assistance is 60, whereas the age limit is 65 in all other States except Missouri, New Hampshire, and Pennsylvania, which have established the minimum age at 70.

In 1938-39 expenditures per inhabitant for aid to dependent children varied from less than 1 cent in Texas, which does not administer Federal funds for this program, to \$2.24 in Utah, and the median rate was 85 cents. During 1938-39 some aid to dependent children was administered without Federal participation in 7 States in addition to Texas. These States were Connecticut, Illinois,

Table 4.—*Extreme, quartile, and median amounts per inhabitant expended in States for payments to recipients of each of the special types of public assistance and to general relief cases, fiscal year ended June 30, 1939*

Item	Old-age assistance	Aid to dependent children	Aid to the blind	General relief
Lowest.....	\$0.32	(1)	\$0.01	\$0.02
First quartile.....	1.58	\$0.36	.05	.45
Median.....	3.06	.85	.10	1.62
Third quartile.....	4.70	1.18	.17	3.59
Highest.....	12.06	2.24	.57	9.64

(1) Less than 1 cent.

Iowa, Kentucky, Mississippi, Nevada, and South Dakota.

Expenditures per inhabitant for assistance payments to the blind ranged in 1938-39 from 1 cent in Mississippi and Rhode Island to 57 cents in California, with a median of 10 cents. The programs for aid to the blind in Illinois, Missouri, Nevada, Pennsylvania, and Rhode Island are administered without Federal participation. Connecticut administers two assistance programs for the needy blind, one of which does not come under the act.

For the general relief program, which is financed without Federal participation, expenditures per inhabitant in 1938-39 varied from 2 cents in Mississippi to \$9.64 in New York. The median rate was \$1.62.

Great variation exists among the States in the relative amounts expended per inhabitant for the different programs. Although there is no objective basis by which it is possible to determine the relative needs for the various types of assistance it appears that in the majority of States disproportionate emphasis was placed on old-age assistance. In 38 of the 49 States expenditures per inhabitant for old-age assistance were larger than for general relief. In every State the rate of expenditure for old-age assistance was higher than the rate for aid to dependent children. In 27 States expenditures per inhabitant for old-age assistance exceeded the combined amounts for the three other types of assistance.

## STATISTICS FOR THE UNITED STATES, JUNE 1939

In June, for the third successive month, the total amount expended in the continental United States for all public assistance and earnings of persons employed under Federal work programs declined from the previous month. The total volume of public aid in June was \$304 million, a drop of 1.2 percent from May. Underlying the decline in the total were declines in all programs except the three special types of public assistance—old-age assistance, aid to dependent children, and aid to the blind—and other Federal work and construction projects. The volume of earnings under the programs of the NYA declined as is usual in June at the close of the school year.

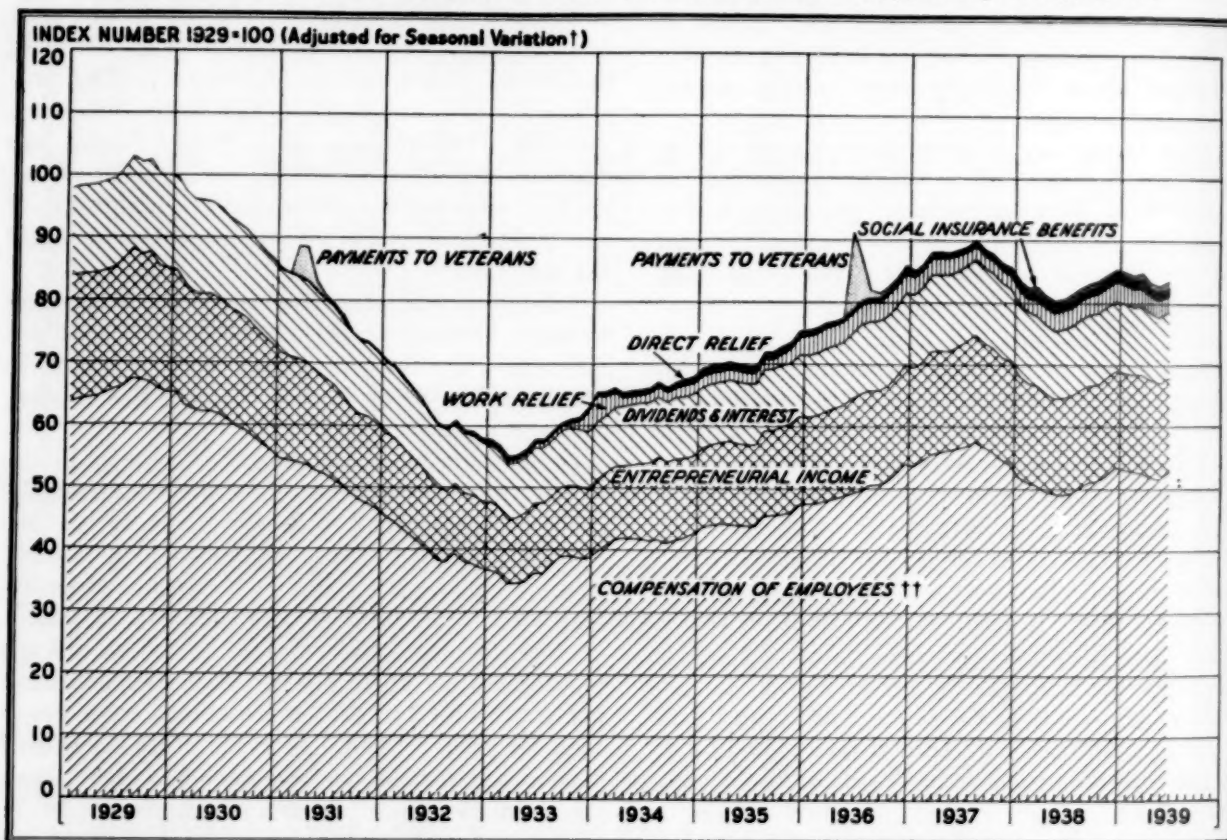
Total disbursements for all public assistance and earnings in June this year were greater by 3.4 percent than those in June 1938. Declines from a year ago were recorded only for subsistence pay-

ments to farmers and for earnings of persons employed on WPA-operated projects.

In June of both years WPA earnings comprised the largest component in the total structure for aiding needy families and persons. Earnings of persons employed on projects operated by the WPA or financed from WPA funds represented 46.2 percent of total expenditures for all programs in June 1939, and 49.6 percent in June a year ago. Earnings on other Federal work and construction projects constituted the second largest segment, comprising 17.7 percent of the grand total in June this year and 15.5 percent in the previous June. The volume of payments for the three special types of public assistance ranked third, representing 15.5 percent of the total in June 1939 and 14.2 percent in June 1938.

Chart III, prepared by the Department of Com-

Chart III.—Index of income payments in the continental United States, January 1929–June 1939



†Work relief, direct relief, social insurance benefits, and payments to veterans not adjusted for seasonal variation.

††Excludes work relief.

Prepared by U. S. Department of Commerce, Division of Economic Research, National Income Section.



merce, presents an index of income payments in the continental United States for the 10½-year period January 1929–June 1939. The chart shows the relative importance of different types of income payments, including direct relief or assistance, and work-relief or work-program earnings.

### Special Types of Public Assistance

In the 48 States, the District of Columbia, Alaska, and Hawaii, payments to recipients of old-age assistance, aid to dependent children, and aid to the blind totaled \$47.2 million in June. Of this amount, \$1.0 million or about 2 percent was expended for aid to dependent children and aid to the blind by States operating programs for these two classes of recipients without Federal participation. All 51 jurisdictions now have approved plans for old-age assistance, but only 42 jurisdictions have approved plans for aid to dependent children and 42 for aid to the blind.

The data on assistance payments do not include the cost of services rendered to recipients, such as hospitalization and burials, or the cost of administering the assistance programs.

### Old-Age Assistance

In June 1.8 million recipients of old-age assistance in 51 jurisdictions received total payments amounting to \$35.9 million. The number of recipients increased 0.5 percent from May, and the amount of obligations incurred rose 1.7 percent.

In Virginia, where the program for old-age assistance is comparatively new, and in Delaware there were increases of approximately 5 percent from May to June in both the number of recipients and the amount of payments. In South Dakota, on the other hand, a shortage of funds resulted in sharp cuts in both items. In Pennsylvania a decline of 2.8 percent in the number of recipients was accompanied by an increase of 20.2 percent in the amount of payments. This very large rise in payments reflects a change which was initiated in March in the check-writing schedule. Colorado, South Carolina, and Wyoming show relatively small increases in recipients but sizable increases in payments.

From June 1938 to June 1939 in the 50 jurisdictions administering approved plans in both months, there was an increase of 10.5 percent in the number

Table 5.—Special types of public assistance in States with plans approved by the Social Security Board, by months, January 1938–June 1939<sup>1</sup>

[Data reported by State agencies, corrected to July 15, 1939]

Year and month	Number of recipients				Amount of obligations incurred for payments to recipients <sup>2</sup>			
	Old-age assistance	Aid to dependent children <sup>3</sup>		Aid to the blind	Total	Old-age assistance	Aid to dependent children <sup>3</sup>	Aid to the blind
		Families	Children					
1938 total.....					\$494,927,199	\$390,538,054	\$93,423,625	\$10,965,520
January.....	1,602,025	218,009	541,224	33,595	39,050,567	31,227,485	7,014,662	808,420
February.....	1,625,540	224,737	557,613	35,149	39,510,599	31,443,874	7,222,237	844,488
March.....	1,648,306	231,306	572,582	36,393	40,217,107	31,821,575	7,524,472	871,060
April.....	1,664,541	236,241	585,190	37,218	40,522,123	32,115,413	7,530,714	875,996
May.....	1,680,052	240,079	594,024	38,131	40,787,565	32,364,745	7,540,168	882,652
June.....	1,659,295	243,422	603,335	38,825	40,873,339	32,323,431	7,644,607	905,301
July.....	1,710,834	244,712	606,164	39,595	41,495,014	32,695,290	7,671,441	928,283
August.....	1,720,108	251,739	620,165	40,205	41,904,865	32,984,748	7,978,646	941,471
September.....	1,735,171	254,857	628,912	41,015	42,357,853	33,330,787	8,071,327	955,739
October.....	1,639,977	257,426	633,835	41,458	40,317,448	31,161,831	8,188,407	967,210
November.....	1,765,911	261,112	641,726	42,267	43,464,305	34,058,936	8,422,078	983,291
December.....	1,780,926	266,228	654,304	42,947	44,426,414	34,800,939	8,614,866	1,001,609
1939 total (6 months).....					272,614,119	212,254,942	54,231,238	6,127,939
January.....	1,794,432	274,110	671,008	43,396	45,043,940	35,133,314	8,900,404	1,010,222
February.....	1,806,879	282,674	687,715	43,781	45,332,567	35,246,202	9,066,956	1,019,409
March.....	1,820,469	294,706	690,845	44,003	45,495,848	35,304,985	9,166,812	1,024,051
April.....	1,836,795	282,473	684,852	44,174	45,315,032	35,398,626	8,892,628	1,023,778
May.....	1,838,377	285,724	691,645	44,200	45,254,668	35,284,394	8,948,797	1,021,477
June.....	1,847,856	297,557	718,414	44,457	46,172,064	35,887,421	9,255,641	1,029,002

<sup>1</sup> See Social Security Bulletin, Vol. 2, No. 7 (July 1939), p. 52 for information for February 1936–December 1937. Figures include relatively small numbers of cases eligible under State laws for which no Federal funds may be expended and payments to individuals in excess of amounts which can be matched from Federal funds. Figures are excluded for States not administering Federal funds.

<sup>2</sup> Includes estimates for Hawaii for January–May 1938.

<sup>3</sup> From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials.

of recipients and of 10.6 percent in the amount of payments for old-age assistance. Increases in both recipients and payments occurred in practically all

States. In Mississippi the number of recipients increased 29.5 percent, whereas the amount of payments almost doubled. Other jurisdictions

**Table 6.—Old-age assistance in States with plans approved by the Social Security Board, by regions and States, June 1939**

[Data reported by State agencies, corrected to July 15, 1939]

Region <sup>1</sup> and State	Number of recipients	Amount of obligations incurred for payments to recipients <sup>2</sup>	Average amount per recipient	Percentage change from—				Number of recipients per 1,000 estimated population 65 years and over <sup>3</sup>
				May 1939 in—		June 1938 in—		
				Number of recipients	Amount of obligations	Number of recipients	Amount of obligations	
Total.....	1,847,856	\$35,887,421	\$19.42	+0.5	+1.7	+10.5	+10.6	232
Region I:								
Connecticut.....	15,616	406,461	26.03	+7	-2.2	+6.4	+7.9	133
Maine.....	11,871	243,718	20.53	-1.0	-1.1	+16.9	+16.8	126
Massachusetts.....	79,098	2,240,949	28.33	+1.1	+1.5	+12.8	+15.0	240
New Hampshire.....	4,340	102,584	23.64	+8	+1.6	+16.2	+19.6	84
Rhode Island.....	6,534	123,850	18.95	+1.6	+1.7	+3.5	+4.4	145
Vermont.....	5,667	85,520	15.09	-1.0	-8	+8.2	+16.0	145
Region II:								
New York.....	110,239	2,598,333	23.57	+2	-8	+3.5	+3.3	139
Region III:								
Delaware.....	2,810	30,787	10.96	+4.3	+4.7	+7.8	+9.3	134
New Jersey.....	29,417	576,185	19.59	+7	+8	+12.8	+18.9	118
Pennsylvania.....	81,949	1,748,578	21.34	-2.8	+20.2	-9.6	-9.8	132
Region IV:								
District of Columbia.....	3,281	83,888	25.57	+2	-1	+4.5	+6.3	75
Maryland.....	17,668	307,768	17.42	-3	-4	+4.2	+3.8	163
North Carolina.....	32,580	312,535	9.59	+3	+5	+9.3	+10.2	233
Virginia.....	13,722	132,169	9.63	+5.3	+5.1	(7)	(7)	90
West Virginia.....	18,168	245,760	13.53	+4	-1.9	-7	-4.0	222
Region V:								
Kentucky.....	45,028	380,656	8.65	(9)	-1	(9)	(9)	243
Michigan.....	83,275	1,369,425	16.44	+1.7	+1.4	+18.9	+7.4	285
Ohio.....	116,275	2,624,140	22.57	+8	+1.0	+6.0	+4.0	241
Region VI:								
Illinois.....	132,518	2,548,267	19.23	+1.0	+1.7	+6.4	+14.4	265
Indiana.....	63,712	1,063,879	17.17	+1.8	+1.9	+48.3	+56.6	220
Wisconsin.....	46,566	967,338	21.20	+1.0	+1.3	+14.6	+20.6	212
Region VII:								
Alabama.....	16,614	154,273	9.29	+7	+4	+10.0	+1.5	131
Florida.....	37,544	620,447	13.86	-8	-4	+28.1	+22.0	195
Georgia.....	22,298	181,039	8.12	+6	+4	-27.3	-35.1	170
Mississippi.....	19,764	145,010	7.34	+2	+8	+29.6	+98.6	291
South Carolina.....	24,985	204,334	8.18	+1.8	+6.8	+13.1	-13.2	403
Tennessee.....	21,206	280,236	13.21	-8	-8	-8.3	-8.6	162
Region VIII:								
Iowa.....	52,065	1,036,726	19.90	+6	+7	+9.5	+10.0	228
Minnesota.....	66,381	1,372,323	20.67	(10)	(10)	+4.9	+8.6	340
Nebraska.....	27,157	419,558	15.45	+1	+4	+3.1	+5.9	277
North Dakota.....	8,149	144,265	17.70	+4	+4	+7.4	+11.1	226
South Dakota.....	15,103	276,339	18.30	-5.7	-7.3	-4.7	-12.2	360
Region IX:								
Arkansas.....	17,089	102,920	6.02	+6	+2	-5.7	-36.9	212
Kansas.....	24,233	428,127	17.67	+1.4	-5	+23.1	+18.8	298
Missouri.....	75,896	1,424,706	18.77	+5	+8	+5.0	+19.6	243
Oklahoma.....	67,711	1,199,869	17.72	+1.0	+8	+4.8	+22.7	369
Region X:								
Louisiana.....	30,045	316,007	10.52	+6	+9	+14.0	+21.6	371
New Mexico.....	3,857	45,719	11.85	-1.1	-2	+2.0	-6.6	287
Texas.....	118,047	1,671,704	14.16	+1.1	+1.6	+6.1	+9.3	414
Region XI:								
Arizona.....	7,320	192,786	26.34	+2.0	+2.1	+17.9	+20.6	431
Colorado.....	11,824	1,064,983	28.20	+3	+8.1	+6.2	+11.8	481
Idaho.....	8,396	180,129	21.45	-5	-2	-1.4	-1.8	314
Montana.....	12,177	207,205	17.02	-4	-2	+2	-16.3	293
Utah.....	13,609	282,530	20.76	+1	+3	+4.8	-14.2	304
Wyoming.....	3,210	73,916	23.03	+1.8	+7.0	+10.8	+19.4	323
Region XII:								
California.....	131,979	4,282,347	32.45	+9	+8	+12.1	+12.5	287
Nevada.....	2,205	58,585	26.57	+1.1	+1.2	+12.8	+10.3	368
Oregon.....	19,825	423,915	21.38	+1.9	+2.0	+12.0	+13.0	226
Washington.....	38,808	859,420	22.15	-2	-3	+9.4	+8.8	310
Territories:								
Alaska.....	1,217	33,645	27.65	+7	+8	+28.1	+29.9	304
Hawaii.....	1,788	22,568	12.62	+8	+4	+4.3	+3.8	183

<sup>1</sup> Social Security Board administrative regions.

<sup>2</sup> From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials.

<sup>3</sup> Population as of July 1, 1938, estimated with advice of the U. S. Bureau of the Census.

<sup>4</sup> Comparison for 47 States, the District of Columbia, Alaska, and Hawaii with approved plans for June 1938 and June 1939.

<sup>5</sup> Adjustments have been made for grants covering 2 or more eligible individuals for Alabama, Arkansas, Georgia, Idaho, Kansas, Louisiana, Maryland, Mississippi, New Hampshire, New Mexico, North Carolina, South Carolina, Tennessee, West Virginia, Wyoming, and Hawaii.

<sup>6</sup> Minimum age under State plan is 70 years, but rate is based on population 65 and over.

<sup>7</sup> No approved plan for old-age assistance for June 1938.

<sup>8</sup> Increase of less than 0.1 percent.

<sup>9</sup> No payments made for June 1938.

<sup>10</sup> Decrease of less than 0.1 percent.

<sup>11</sup> Includes \$90,080 incurred for payments to 3,218 recipients 60 but under 65 years of age. Rate per 1,000 excludes these recipients.

with exceptionally large expansions in programs are Alaska and Indiana. On July 1, 1938, Indiana lowered the age limit for eligibility from 70 to 65 years. Declines in both recipients and payments were reported by 7 States—Arkansas, Georgia, Idaho, Pennsylvania, South Dakota, Tennessee, and West Virginia. In Georgia, where there is an acute shortage of funds, there were drastic reductions from a year ago, amounting to 27.3 percent in recipients and 35.1 percent in payments.

The State average payments represent a useful measure of the levels of payments in the different States. It should be borne in mind, however, that the averages are conditioned by many variable factors, such as differences in the cost and standard of living and differences in practices of grant determination. The distributions of individual payments underlying the averages differ radically from State to State. In June the State averages ranged from \$6.02 in Arkansas to \$32.45 in California, with \$18.30 as the median payment.

There are wide variations among the States in the number of recipients of old-age assistance per 1,000 estimated population 65 years of age and over. Oklahoma has the highest rate, 569, and the District of Columbia the lowest rate, 78. The median State rate is 238.

*Expenditures for burial.*—In 33 of the 51 States with plans approved by the Social Security Board, old-age assistance funds may be used for burial of recipients.<sup>1</sup> The Federal Government, however, does not participate in such payments. In 1938-39 payments for burial amounting to \$2.8 million were reported by 23 States. The amounts expended in these States are given in table 7. The maximum amounts that may be expended for burial of a recipient of old-age assistance is specified in the laws of all but 2 of the 23 States making payments in 1938-39. The maximums range from \$60 to \$150, with \$100 the most usual amount. Two States provide \$25 specifically for a burial lot in addition to burial.

### Aid to Dependent Children

In 42 jurisdictions administering approved plans for aid to dependent children under the Social Security Act, payments amounting to \$9.3 million were made in June to 298,000 families in behalf of 718,000 children. In 8 additional States adminis-

Table 7.—Amounts expended from old-age assistance funds for burial of recipients of old-age assistance, by States, fiscal year ended June 30, 1939<sup>1</sup>

State	Amount
Total.....	\$2,841,165
Arizona.....	25,871
Colorado.....	97,288
Connecticut.....	61,083
Delaware.....	1,276
District of Columbia.....	9,164
Illinois.....	287,976
Indiana.....	155,485
Iowa.....	222,804
Louisiana.....	10,684
Maine.....	54,663
Maryland.....	40,681
Michigan.....	315,709
Minnesota.....	204,856
Nebraska.....	6,599
New Hampshire.....	16,664
New Jersey.....	80,605
New York.....	240,371
Ohio.....	668,137
Pennsylvania.....	134,515
Utah.....	10,247
Vermont.....	38,948
Washington.....	30,469
Wisconsin.....	127,070

<sup>1</sup> In addition, plans in 10 other States permit burial payments from old-age assistance funds, but no such payments were reported.

tering programs for aid to dependent children without Federal participation, payments of \$348,000 were made to approximately 14,500 families in behalf of about 33,500 children.

From May to June the number of families receiving assistance in the States with approved plans increased 4.1 percent, the number of children rose 3.9 percent, and the amount of payments 3.4 percent. In Pennsylvania a revised schedule of check-writing and transfer of cases from the general relief rolls accounted for increases from May of more than 50 percent in families, children, and payments. Increases of 4 percent or more in all three items were recorded for New Hampshire, Oregon, South Carolina, and Virginia.

In the interval from June 1938 to June 1939 the program for aid to dependent children grew at a relatively more rapid rate than the programs for old-age assistance and aid to the blind. From June a year ago the number of families and children receiving payment in the 40 States administering approved plans in both months increased 20.2 percent and 16.8 percent, respectively, and the amount of obligations incurred for payments rose 19.7 percent.

A large expansion from June 1938 was recorded for Arizona, Kansas, Minnesota, Missouri, North Dakota, Pennsylvania, and Vermont. In these States the rise from a year ago was 30 percent or

<sup>1</sup> Social Security Board, *Characteristics of State Plans for Old-Age Assistance*, Publication No. 16, Revised June 30, 1938.



more in families, children, and payments. In June 1938 the programs in Minnesota and Missouri were in a comparatively early stage of development. Shortage of funds caused a substantial reduction from June a year ago in the

program in the District of Columbia. Other jurisdictions with sizable reductions were Georgia, where there was also stringency of funds, Arkansas, and Washington.

State average payments per family may be used

**Table 8.—Aid to dependent children in States with plans approved by the Social Security Board, by regions and States, June 1939**

[Data reported by State agencies, corrected to July 15, 1939]

Region <sup>1</sup> and State	Number of recipients		Amount of obligations incurred for payments to recipients <sup>2</sup>	Average amount per family	Percentage change from—						Number of recipients per 1,000 estimated population under 16 years <sup>3</sup>
	Families	Children			May 1939 in—			June 1938 in—			
					Number of recipients		Amount of obligations	Number of recipients		Amount of obligations	
					Families	Children		Families	Children		
Total.....	297,557	718,414	\$9,255,641	\$31.10	+4.1	+3.9	+3.4	+20.2	+16.8	+19.7	24
Region I:											
Maine.....	1,328	3,400	49,846	37.53	-1	+7	( <sup>4</sup> )	-3.3	-7.0	-3.4	14
Massachusetts.....	10,452	24,859	595,397	56.96	+1.1	+8	-7.1	+21.0	+16.5	+19.4	22
New Hampshire.....	435	1,145	17,592	40.44	+9.6	+8.9	+11.1	+21.5	+15.8	+27.7	9
Rhode Island.....	1,140	3,059	52,749	46.27	+1.7	+1.7	+2.3	+23.8	+20.0	+17.6	17
Vermont.....	474	1,415	13,774	29.06	-1.0	-5	-4	+41.5	+35.3	+78.2	14
Region II:											
New York.....	36,420	72,226	1,730,608	47.52	+4	+3	+1	+30.2	+25.5	+30.0	23
Region III:											
Delaware.....	495	1,172	15,292	30.80	-4	-6	-3	-4.8	-3.7	-6.1	17
New Jersey.....	10,808	23,769	321,247	29.72	-2.1	-2.2	-2.7	-5.4	-6.4	-3.4	21
Pennsylvania.....	28,395	66,460	996,966	35.11	+57.8	+58.7	+52.4	+58.6	+50.4	+63.1	23
Region IV:											
District of Columbia.....	968	2,853	41,832	43.21	+3.4	+7	+1.3	-18.2	-19.8	-23.6	22
Maryland.....	7,652	20,711	235,814	30.82	-2.3	-1.7	-2.0	+6.3	+4.3	+5.3	46
North Carolina.....	8,157	21,514	125,416	15.38	+2	-2	-2	+10.7	+4.5	+5.2	17
Virginia.....	1,041	3,501	23,434	22.51	+5.2	+4.2	+5.1	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )	4
West Virginia.....	7,162	20,299	150,732	21.05	+2.9	+2.3	+2.3	+26.1	+21.9	+22.8	32
Region V:											
Michigan.....	14,329	32,803	488,671	34.10	+4.7	+4.4	+9	+19.2	+16.9	+12.1	25
Ohio.....	10,576	30,334	410,721	35.84	-1.4	-1.4	-2.2	-3.0	-2.6	-4.6	17
Region VI:											
Indiana.....	16,721	34,471	459,551	27.48	+1.2	+8	+1.2	+20.3	+16.3	+20.5	37
Wisconsin.....	11,425	26,508	418,294	36.61	+3	( <sup>5</sup> )	-2	+13.5	+13.4	+17.4	30
Region VII:											
Alabama.....	5,519	16,329	68,650	12.44	-4	-4	-5	+2.5	+2.1	-2.0	16
Florida.....	3,936	10,408	84,202	21.39	-4.7	-3.8	-1.9	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )	22
Georgia.....	3,733	10,178	76,475	20.49	-3	-4	-5	-6.9	-7.1	-11.1	10
South Carolina.....	4,769	13,946	77,403	16.23	+6.3	+5.7	+16.0	+27.2	+28.0	+1.2	30
Tennessee.....	9,590	25,421	175,978	18.35	-9	-1.1	-9	-6.8	-9.7	-7.2	28
Region VIII:											
Minnesota.....	7,656	18,904	268,972	35.13	+1.3	+1.0	+3	+34.7	+30.6	+35.9	28
Nebraska.....	4,931	11,067	119,211	24.18	+8	+8	+8	+12.9	+9.0	+12.4	29
North Dakota.....	2,084	5,802	67,400	32.34	+1.0	+1.2	+7	+129.3	+102.9	+119.4	25
Region IX:											
Arkansas.....	4,003	10,915	32,582	8.14	-2	( <sup>5</sup> )	-2	-9.1	-8.7	-30.6	16
Kansas.....	5,966	13,519	159,054	26.66	+5	( <sup>5</sup> )	-1.0	+44.7	+35.1	+34.0	27
Missouri.....	10,187	24,044	196,290	19.27	-1.7	-1.6	-1.6	+167.5	+142.0	+62.6	23
Oklahoma.....	16,851	38,635	202,466	12.02	+1.9	+1.8	+1.8	+16.7	+15.6	-10.6	47
Region X:											
Louisiana.....	10,952	31,213	234,221	21.39	+1.2	+1.1	+1.6	+22.6	+22.4	+29.5	46
New Mexico.....	1,653	4,809	35,231	21.31	-8	-5	-3	+15.0	+14.4	-5.3	33
Region XI:											
Arizona.....	2,500	6,753	79,749	31.90	+8	-4.1	+1	+44.9	+31.3	+41.1	53
Colorado.....	4,833	11,861	143,432	29.68	+5	+2	-2	+31.4	+24.0	+25.9	40
Idaho.....	2,646	6,287	71,174	26.90	-1.0	-6	-2	+5.8	+6.6	+8.9	41
Montana.....	2,165	5,043	50,721	23.43	-5	-7	( <sup>10</sup> )	+9.8	+8.2	-8.2	33
Utah.....	3,190	7,665	107,102	33.57	+7	+4	+5	+14.0	+11.7	+30.1	44
Wyoming.....	708	1,754	21,876	30.90	+2.0	+1.5	+1.0	+17.8	+18.4	+20.8	26
Region XII:											
California.....	13,756	34,183	577,595	41.99	+1.4	+1.1	+1.0	+9.5	+10.6	+18.9	25
Oregon.....	1,751	3,876	70,094	40.03	+4.0	+4.6	+4.4	+23.9	+21.9	+33.3	16
Washington.....	5,195	11,792	152,058	29.27	-3.9	-3.9	-3.9	-12.9	-10.2	-7.6	30
Territory:											
Hawaii.....	1,005	3,511	35,769	35.59	+1.0	+1.0	+2.6	+12.7	+11.6	+20.8	26

<sup>1</sup> Social Security Board administrative regions.

<sup>2</sup> From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials.

<sup>3</sup> Population as of July 1, 1938, estimated with advice of the U. S. Bureau of the Census.

<sup>4</sup> Comparison for 38 States, the District of Columbia, and Hawaii with approved plans for June 1938 and June 1939.

<sup>5</sup> Decrease of less than 0.1 percent.

<sup>6</sup> No approved plan for aid to dependent children for June 1938.

<sup>7</sup> Includes an unknown number of children 16 years of age and over.

<sup>8</sup> Includes approximately 2,704 children 16 years of age and over. Rate per 1,000 excludes these children.

<sup>9</sup> In addition, in 71 counties payments amounting to \$18,042 were made from local funds without Federal participation to 985 families in behalf of 2,300 children under the State mothers' pension law. Some families receiving aid from this source for June also received aid under State plan for aid to dependent children approved by the Social Security Board.

<sup>10</sup> Increase of less than 0.1 percent.

as a rough measure of the level of payments in the various jurisdictions. In June the averages ranged from \$8.14 in Arkansas to \$56.96 in Massachusetts. The median average payment was \$29.70. One-half of the State averages fell between \$21.39 and \$35.59, the lower and upper quartiles.

Marked differences among the States in the development of the programs for aid to dependent children are reflected by rates representing the number of children assisted per 1,000 estimated population under 16 years of age. In June the rates varied from 4 in Virginia, where the program

Table 9.—Aid to the blind in States with plans approved by the Social Security Board, by regions and States, June 1939

[Data reported by State agencies, corrected to July 15, 1939]

Region <sup>1</sup> and State	Number of recipients	Amount of obligations incurred for payments to recipients <sup>2</sup>	Average amount per recipient	Percentage change from—				Number of recipients per 100,000 estimated population <sup>3</sup>
				May 1939 in—		June 1938 in—		
				Number of recipients	Amount of obligations	Number of recipients	Amount of obligations	
Total.....	44,457	\$1,029,002	\$23.15	+0.8	+0.9	+11.0	+12.0	46
Region I:								
Connecticut.....	141	3,528	25.02	+6.8	+1.1	( <sup>6</sup> )	( <sup>6</sup> )	8
Maine.....	1,241	28,647	23.08	+2	+3	( <sup>7</sup> )	+2.3	145
Massachusetts.....	1,144	25,511	22.30	+7	+1.2	+7.7	+13.2	26
New Hampshire.....	317	7,136	22.51	( <sup>7</sup> )	+1.7	+8.2	+14.2	62
Vermont.....	160	3,356	20.98	-1.8	-1.1	+15.1	+35.9	42
Region II:								
New York.....	2,658	64,333	24.20	( <sup>6</sup> )	( <sup>6</sup> )	+6.5	+11.1	21
Region III:								
New Jersey.....	627	14,295	22.80	+1.3	+1.2	+7.5	+10.0	14
Region IV:								
District of Columbia.....	209	5,572	26.66	( <sup>7</sup> )	-7	+1.0	+2.0	33
Maryland.....	656	13,801	21.04	+1.5	+1.4	+9.9	+11.1	39
North Carolina.....	1,906	27,812	14.59	-1.3	-1.5	-2.4	-1.3	55
Virginia.....	851	11,102	13.05	+3.0	+2.8	( <sup>10</sup> )	( <sup>10</sup> )	31
West Virginia.....	801	13,510	16.87	+2.4	+8	+9.0	+5.3	43
Region V:								
Michigan.....	757	17,653	23.32	+1.2	-1.6	+30.1	+27.8	16
Ohio.....	3,928	77,596	19.75	-1	-1	+1.9	+3.2	58
Region VI:								
Indiana.....	2,474	48,710	19.69	( <sup>7</sup> )	+2	+2.5	+5.8	71
Wisconsin.....	1,979	45,085	22.78	+5	+7	+1.4	+4.3	68
Region VII:								
Alabama.....	526	4,669	8.88	+1.5	+3.1	+22.0	+14.8	18
Florida.....	2,385	34,813	14.60	-8	-4	+67.5	+65.8	143
Georgia.....	990	9,910	10.01	+7	+9	-6.1	-16.9	32
Mississippi.....	562	4,039	7.19	+1.8	+2.1	( <sup>10</sup> )	( <sup>10</sup> )	28
South Carolina.....	936	10,288	10.99	+3.5	+12.1	+12.2	-10.3	50
Tennessee.....	1,385	20,352	14.69	-3	-2	+13.4	+12.9	48
Region VIII:								
Iowa.....	1,366	31,839	23.31	+1.2	+1.1	+20.0	+21.0	54
Minnesota.....	815	20,495	25.15	+7	+9	+25.6	+33.8	31
Nebraska.....	644	10,250	15.92	+6.8	+2.3	+11.0	-9.0	47
North Dakota.....	122	2,406	19.72	+5.2	+4.3	+15.1	+25.2	17
South Dakota.....	234	3,992	17.06	-8	+22.2	+40.1	+14.1	34
Region IX:								
Arkansas.....	631	4,123	6.53	+1.1	+6	-4.0	-31.3	31
Kansas.....	1,087	20,536	18.89	+2.5	+2.7	+43.4	+33.0	58
Oklahoma.....	2,091	30,781	14.72	+1.2	+1.6	+3.4	+32.8	82
Region X:								
Louisiana.....	919	12,348	13.44	+2.7	+2.6	+36.1	+42.0	43
New Mexico.....	201	2,979	14.82	-1.0	-2.1	-1.0	-9.2	48
Region XI:								
Arizona.....	318	7,933	24.95	+3.2	+1.7	+10.4	+15.4	77
Colorado.....	610	16,924	27.74	-3	-8	+3.4	+1.0	57
Idaho.....	292	6,262	21.45	+7	+5	+5.0	+5	59
Montana.....	143	3,010	21.05	+2.9	+4.0	( <sup>12</sup> )	( <sup>12</sup> )	27
Utah.....	209	5,388	25.78	( <sup>7</sup> )	+2.1	-5.4	-4.7	40
Wyoming.....	155	4,360	28.13	+6	-1.0	-4.3	-8.2	66
Region XII:								
California.....	6,476	311,036	48.03	+1.3	+1.3	+14.2	+14.8	105
Oregon.....	444	11,219	25.27	+1.4	+1.0	+7	+5	43
Washington.....	999	30,390	30.42	( <sup>7</sup> )	-1	-1	+4.7	60
Territory:								
Hawaii.....	68	1,013	14.90	( <sup>13</sup> )	( <sup>13</sup> )	( <sup>13</sup> )	( <sup>13</sup> )	17

<sup>1</sup> Social Security Board administrative regions.

<sup>2</sup> From Federal, State, and local funds; excludes cost of administration and of hospitalization and burials.

<sup>3</sup> Population as of July 1, 1937, estimated by the U. S. Bureau of the Census.

<sup>4</sup> Comparison for 38 States, the District of Columbia, and Hawaii with approved plans for June 1938 and June 1939.

<sup>5</sup> Does not include aid to the blind administered under State law without Federal participation.

<sup>6</sup> Connecticut had an approved plan for aid to the blind for June 1938 but did not request Federal funds.

<sup>7</sup> No change.

<sup>8</sup> Increase of less than 0.1 percent.

<sup>9</sup> Decrease of less than 0.1 percent.

<sup>10</sup> No approved plan for aid to the blind for June 1938.

<sup>11</sup> Does not include aid to the blind administered by county governments to recipients not yet approved for aid under State plan.

<sup>12</sup> Not computed, because figures for June 1938 are too small for comparison.

<sup>13</sup> Not computed, because figures for May 1939 are too small for comparison.

has recently been established, to 53 in Arizona. The median rate was 25.

### Aid to the Blind

In 42 States administering approved plans for aid to the blind, 44,500 recipients were granted aid amounting to \$1 million in June. In 5 other States

administering programs without the aid of Federal funds about 23,600 blind persons received payments amounting to nearly \$700,000.

From May to June in the 42 States with approved plans there was an increase of less than 1 percent in both recipients and payments. Two States showed very substantial increases from the

Table 10.—General relief in the continental United States, by States, June 1939

[Data reported by State agencies, corrected to July 25, 1939]

State	Number of cases receiving relief	Amount of obligations incurred for relief <sup>1</sup>	Average amount per case	Percentage change from—			
				May 1939 in—		June 1939 in—	
				Number of cases	Amount of obligations	Number of cases	Amount of obligations
Total for continental United States <sup>2</sup> .....	1,568,000	\$36,930,000					
Total for 42 States reporting adequate data.....	1,460,891	34,926,651	\$23.91	-4.6	-5.7	+2.4	+2.2
Alabama.....	2,019	18,403	9.11	-1.4	-6	-18.1	-19.5
Arizona.....	2,888	35,228	12.54	-1.2	+8	+1.1	-10.7
Arkansas.....	3,866	18,355	4.75	-1.3	-1.6	-7.3	-23.3
California.....	123,127	3,101,109	25.19	-3.5	-18.0	+20.2	+7.3
Colorado.....	12,049	165,655	13.75	-11.0	-11.6	( <sup>3</sup> )	( <sup>3</sup> )
Connecticut.....	20,681	538,624	26.04	-6.8	-5.6	-15.6	-8.4
Delaware.....	1,452	27,191	18.73	-19.4	-14.0	-27.9	-27.7
District of Columbia.....	1,564	40,289	25.76	-6.7	-11.7	-30.1	-31.5
Florida.....	8,070	56,500	7.00	+3.5	+5.1	-14.1	+1.4
Georgia.....	5,933	32,710	5.51	-5.4	-9.5	-18.5	-24.4
Illinois.....	183,684	4,116,626	22.05	-6	+2.5	+11.7	+26.2
Indiana.....	45,974	554,427	12.06	-6.2	-8.1	-18.0	-15.9
Iowa.....	27,202	437,798	16.09	-5.1	-3.7	-1.1	+2.0
Kansas.....	18,633	230,271	12.36	-3.9	-7.6	+29.0	+27.2
Louisiana.....	7,769	99,896	12.86	-1.0	-1.5	+5.9	+2
Maine.....	10,131	290,530	29.39	-10.2	-11.1	-12.2	-11.3
Maryland.....	7,559	168,569	22.30	-21.4	-8.6	-4.3	-5.4
Massachusetts.....	63,117	1,658,598	26.28	-2.8	-7.1	-11.5	-14.1
Michigan.....	61,874	1,257,757	20.33	-12.5	-12.0	-45.6	-47.1
Minnesota.....	37,787	917,992	24.29	-7.9	-6.4	+7.5	+9.9
Mississippi.....	1,013	3,974	3.92	-1	-7.5	+7.1	+3.4
Missouri.....	36,650	408,602	11.15	-4.5	-2.0	-11.5	+13.8
Montana.....	5,161	61,528	11.92	-13.8	-6.0	-30.1	-45.9
Nebraska.....	8,416	98,584	11.71	-9.1	-6.6	+32.5	+18.8
Nevada.....	550	7,108	12.92	+1.9	-11.5	-15.0	-25.0
New Mexico.....	2,192	15,244	6.95	+4.3	+15.5	+7.2	+8.8
New York.....	275,181	9,823,107	35.70	-5.8	-4.8	-1.2	+1.2
North Carolina.....	5,932	38,141	6.43	-7	+6.8	-11.2	-2.8
North Dakota.....	4,613	69,915	15.16	-6.0	-6.0	-15.7	-18.4
Ohio.....	89,958	1,491,671	16.58	+1.0	-3.6	-13.9	-6.3
Oregon.....	8,775	136,876	15.60	-15.2	-12.3	-8.4	-5.7
Pennsylvania.....	264,153	7,437,725	28.16	-3.0	-3.4	+18.8	+18.3
South Carolina.....	2,832	27,622	9.72	+5.8	+6.8	-15.4	-28.5
South Dakota.....	4,216	56,187	13.33	-7.6	-13.8	+0	+3.4
Texas.....	13,471	104,261	7.74	-10.2	-19.1	+6.7	-6.0
Utah.....	5,020	101,609	20.24	+2	+1.6	+63.3	+96.1
Vermont.....	2,669	59,999	22.48	-9.2	-7.2	-7.2	-8.8
Virginia.....	8,702	81,598	9.38	-4.1	-1.4	-44.7	-27.7
Washington.....	12,660	169,652	13.40	+5.3	+17.6	( <sup>3</sup> )	-22.0
West Virginia.....	14,137	112,358	7.95	-20.2	-23.4	-42.9	-57.6
Wisconsin.....	44,746	911,620	20.37	-7.2	-7.5	+5.4	+20.7
Wyoming.....	1,465	25,842	17.64	-10.0	-6.2	+3.8	+16.1
Total for 7 States for which figures are estimated <sup>4</sup> .....	107,500	2,003,500					
Idaho.....	2,100	27,000					
Kentucky.....	5,200	42,000					
New Hampshire.....	7,600	183,500					
New Jersey.....	61,900	1,382,000					
Oklahoma.....	16,500	56,000					
Rhode Island.....	10,200	291,000					
Tennessee.....	4,000	22,000					

<sup>1</sup> From State and local funds; excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of special programs, hospitalization, and burials.

<sup>2</sup> Partly estimated.

<sup>3</sup> Percentage change for 39 States and the District of Columbia reporting comparable data for June 1938 and June 1939; does not include Colorado and Washington.

<sup>4</sup> Not computed, because comparable data are not available.

<sup>5</sup> Medical care amounting to \$6,994 not included, because number of cases receiving this service only is not available.

<sup>6</sup> Estimated by the Social Security Board for all States except New Hampshire and Tennessee, for which estimates were made by State agencies.



previous month in the volume of payments: In South Carolina the rise was 12.1 percent, and in South Dakota 22.2 percent. In South Carolina the rise in payments was accompanied by a gain of 3.5 percent in the number of recipients. The increase in South Dakota's payments was accompanied by a drop of nearly 1 percent in the number of recipients.

As compared with June a year ago there was a rise in June of this year of 11.0 percent in the number of blind persons aided and of 12.0 percent in the amount of payments in the 40 States administering approved plans in both months. In Florida, Kansas, Louisiana, Michigan, and Minnesota increases in both recipients and payments exceeded 25 percent.

The State average payments per recipient ranged from \$6.53 in Arkansas to \$48.03 in California. The median average payment was \$21.01.

Rates measuring the incidence of blind assistance ranged from a low of 8 recipients per 100,000 estimated total population in Connecticut to 145 in Maine, with a median of 43. Since accurate data on the total blind population are not available it is necessary to compute the rates on a base of total population. Such rates are not wholly significant, however, since the great majority of persons receiving aid to the blind are adults, and many States do not give aid to blind persons who are eligible for old-age assistance.

### General Relief

The general relief program is carried on under State-enabling legislation and is financed entirely from State and local funds or from State or local funds only. Except in a few States general relief is administered by local governmental units, although most States exercise some degree of supervision over such administration. The character and stage of development of the general relief program vary greatly from State to State and in most States from locality to locality. In the majority of States the general relief program is a residual program caring for needy families and persons who are not eligible for the special

types of assistance or for employment under the Federal work programs, or who cannot be cared for under these programs within the limits of current appropriations.

In June approximately 1.6 million cases received general relief amounting to more than \$36.9 million. Complete reports on general relief were received for 42 jurisdictions. Data for 7 States were estimated on the basis of partially complete reports or of reports not compiled in accordance with the definitions. In the 42 States reporting adequate data, the number of cases receiving relief declined 4.6 percent from May, and the amount of relief dropped 5.7 percent. Declines in case load were recorded by all but 7 States and in obligations incurred by all but 8 States.

In California a decline of 3.5 percent in the number of cases aided was accompanied by a drop of 18.0 percent in disbursements. June was the last month of the biennium, and checks issued covered relief only to the last day of the month. Checks are ordinarily issued semimonthly on a staggered schedule, and some checks issued in the month usually cover needs for part of the month following. In New Mexico and Washington there were sharp increases in general relief expenditures from the previous month.

As compared with June a year ago the number of cases receiving general relief declined 2.4 percent, whereas the amount of relief rose 2.2 percent in 40 jurisdictions reporting comparable data for both months. Marked changes in the size of the State programs underlie the minor fluctuations in the aggregate figures for the 40 States. In Utah both the number of cases and the amount of relief increased about two-thirds. Very substantial gains in both items occurred in Kansas, Nebraska, and Pennsylvania. States with extremely sharp declines from June 1938 in both items were Delaware, the District of Columbia, Michigan, Montana, Virginia, and West Virginia.

The average payment per case in the 42 States reporting adequate June data ranged from \$3.92 in Mississippi to \$35.70 in New York, and the median average payment was \$13.58.

# STATISTICS BY STATES, MAY 1939

Data for May on the amounts expended in the several States for payments to recipients under the various public-assistance and Federal work programs, presented in table 11, indicate that in the majority of States little change occurred from April to May in the total amounts expended.

In 43 States the percentage increases or decreases from April to May were less than 5 percent. In the remaining 6 States the percentage changes ranged from 6 to 9 percent; total payments moved upward in 3 of these States—Nebraska, Virginia, and the District of Columbia—and

**Table 11.—Amount of public assistance and earnings of persons employed under Federal work programs in the continental United States, by States, May 1939<sup>1</sup>**

[In thousands]

State	All public assistance and earnings of persons employed under Federal work programs	Obligations incurred for—		Subsistence payments certified by the Farm Security Administration	Earnings of persons employed under Federal work programs					
		Special types of public assistance	General relief		Civilian Conservation Corps	Works Progress Administration	National Youth Administration		Other Federal work and construction projects	
						Projects operated by the WPA	Projects operated by other Federal agencies	Student aid	Work projects	
Total.....	\$307,941	\$46,173	\$39,108	\$1,687	\$20,432	\$140,674	\$7,322	\$2,494	\$4,286	\$45,768
Alabama.....	4,069	227	19	76	561	1,988	48	47	106	907
Arizona.....	1,437	276	36	57	184	452	40	11	17	364
Arkansas.....	2,844	139	19	28	560	1,589	88	25	97	299
California.....	20,075	5,127	3,783	66	724	6,600	532	141	149	2,932
Colorado.....	3,669	1,174	187	20	191	1,258	171	31	49	588
Connecticut.....	3,969	486	571	( <sup>2</sup> )	235	1,580	99	19	56	923
Delaware.....	448	45	32	( <sup>2</sup> )	34	164	17	3	5	149
District of Columbia.....	2,366	131	46		87	1,643	193	18	16	1,269
Florida.....	3,714	644	54	10	313	1,893	135	30	58	578
Georgia.....	3,831	267	36	27	616	2,034	159	55	89	548
Idaho.....	1,180	258	* 29	5	85	472	65	16	26	228
Illinois.....	21,756	2,878	4,017	8	1,105	11,504	138	143	264	1,750
Indiana.....	8,061	1,577	603	2	472	4,300	137	58	93	820
Iowa.....	3,955	1,123	455	1	256	1,388	33	46	43	969
Kansas.....	3,253	611	249	81	263	1,329	118	54	83	465
Kentucky.....	4,395	400	* 41	32	475	2,340	176	44	116	748
Louisiana.....	3,880	556	101	33	426	1,836	37	46	104	743
Maine.....	1,578	325	232	2	124	446	45	11	45	348
Maryland.....	2,622	563	179	1	200	685	270	24	23	677
Massachusetts.....	15,005	2,874	1,785	1	625	7,218	335	71	110	1,967
Michigan.....	13,126	1,852	1,429	12	657	7,620	111	99	141	1,368
Minnesota.....	7,361	1,661	981	44	517	3,363	151	59	89	465
Mississippi.....	2,779	150	4	35	444	1,377	44	26	89	610
Missouri.....	8,340	1,704	417	73	776	4,268	84	69	74	874
Montana.....	2,428	261	65	146	165	803	166	17	29	775
Nebraska.....	3,132	547	106	73	235	1,408	72	30	51	611
Nevada.....	438	61	8	( <sup>2</sup> )	27	103	7	2	2	227
New Hampshire.....	1,408	124	204	1	49	471	22	9	19	508
New Jersey.....	10,869	916	1,463	3	606	5,342	313	53	141	2,080
New Mexico.....	1,297	84	13	46	181	536	55	10	37	524
New York.....	37,770	4,413	10,317	13	1,300	15,858	636	249	478	4,006
North Carolina.....	3,738	465	36	9	503	1,557	94	60	88	928
North Dakota.....	1,583	213	74	232	221	578	100	23	38	104
Ohio.....	21,187	3,097	1,547	15	983	13,680	128	130	185	1,421
Oklahoma.....	5,092	1,420	* 59	35	650	2,151	165	72	129	413
Oregon.....	2,333	494	156	9	170	951	77	23	24	431
Pennsylvania.....	28,630	2,474	7,697	9	1,331	12,890	547	198	280	3,205
Rhode Island.....	2,206	174	* 264	( <sup>2</sup> )	99	903	72	13	33	648
South Carolina.....	3,108	267	26	16	373	1,486	201	36	82	622
South Dakota.....	1,913	338	65	285	232	679	100	30	55	130
Tennessee.....	3,750	481	* 23	3	514	1,599	71	45	95	927
Texas.....	9,154	1,645	129	55	1,156	3,445	374	120	197	2,032
Utah.....	1,488	394	100	2	93	526	84	23	35	231
Vermont.....	567	103	65	1	40	244	36	7	6	65
Virginia.....	3,918	159	83	3	469	974	224	49	81	1,877
Washington.....	6,287	1,050	* 144	7	298	2,234	435	43	41	2,084
West Virginia.....	3,485	411	147	3	340	1,974	21	35	88	466
Wisconsin.....	7,748	1,438	985	91	451	3,767	50	64	118	783
Wyoming.....	673	95	28	14	46	177	61	4	10	268

<sup>1</sup> See footnotes on table 2.

<sup>2</sup> Includes \$22,000 not distributed by States.

<sup>3</sup> Includes \$16,000 not distributed by States.

<sup>4</sup> Includes \$6,000 not distributed by States.

<sup>5</sup> Less than \$1,000.

<sup>6</sup> Estimated.

<sup>7</sup> Does not include \$8,000 for medical care.

downward in 3 States—North Dakota, Georgia, and Oklahoma.

In a majority of the States, earnings of persons employed on projects operated by the WPA, payments to recipients of general relief, subsistence payments certified by the FSA, and earnings of persons employed on NYA work projects decreased. Earnings of persons employed on projects operated by the WPA, which in most States was the largest single program,

declined from April to May in all but 5 States—Louisiana, Tennessee, Michigan, Ohio, and Delaware.

Increases occurred from April to May in a majority of the States in the amounts expended under all other programs. The largest percentage changes upward were recorded for earnings of persons employed on other Federal work and construction projects and on projects operated by other Federal agencies.

Table 12.—Recipients of public assistance and persons employed under Federal work programs in the continental United States, by States, May 1939 <sup>1</sup>

State	Recipients of special types of public assistance				Cases receiving general relief	Cases for which subsistence payments were certified by the Farm Security Administration	Persons employed under Federal work programs					
	Old-age assistance	Aid to dependent children		Aid to the blind			Civilian Conservation Corps <sup>1</sup>	Works Progress Administration		National Youth Administration		Other Federal work and construction projects
		Families	Children					Projects operated by the WPA	Projects operated by other Federal agencies	Student aid	Work projects	
Total.....	1,835,395	299,215	721,707	67,740	1,644,179	87,159	288,495	2,507,489	130,093	372,216	224,889	439,087
Alabama.....	16,506	5,541	16,396	518	2,047	1,969	7,908	51,331	1,483	6,704	6,654	11,891
Arizona.....	7,173	2,481	7,041	308	2,924	3,688	2,611	8,172	708	1,549	1,041	3,522
Arkansas.....	16,979	4,010	10,916	624	3,915	1,741	7,903	44,010	2,440	4,848	4,897	4,468
California.....	130,832	13,571	33,821	6,393	127,596	3,817	10,214	100,992	8,085	16,422	7,125	23,914
Colorado.....	38,704	4,811	11,839	612	13,534	1,088	2,694	22,919	3,068	4,701	2,829	5,924
Connecticut.....	15,504	1,400	3,300	226	22,187	9	3,312	23,365	1,566	2,494	2,367	7,114
Delaware.....	2,693	497	1,179	1,801	1,677	15	480	3,220	305	411	293	1,613
District of Columbia.....	3,276	936	2,834	209	1,677	1,677	809	10,767	2,209	1,511	806	8,294
Florida.....	37,829	4,128	10,815	2,406	7,797	451	4,410	43,785	3,143	4,367	3,799	7,310
Georgia.....	22,168	3,745	10,218	983	6,273	745	8,693	53,949	4,415	9,765	4,695	8,608
Idaho.....	8,436	2,673	6,324	290	2,200	162	1,202	9,252	1,200	2,264	1,116	2,222
Illinois.....	131,158	7,500	17,000	7,700	187,789	356	15,581	199,252	2,623	21,788	13,542	14,308
Indiana.....	62,753	16,528	34,190	2,475	49,035	127	6,662	76,218	2,418	7,826	5,051	8,037
Iowa.....	51,756	3,000	7,000	1,350	28,651	44	3,617	26,513	697	6,528	2,555	7,318
Kansas.....	23,892	5,935	13,522	1,060	19,398	5,148	3,714	28,441	2,477	9,191	4,947	5,853
Kentucky.....	45,023	2,553	8,810	895	7,844	674	6,694	54,541	3,595	7,902	6,464	8,749
Louisiana.....	29,851	10,819	30,864	1,239	11,280	1,472	6,009	44,409	849	5,804	5,148	8,872
Maine.....	11,992	1,329	3,377	1,239	11,280	84	1,748	8,532	906	1,664	1,327	4,303
Maryland.....	17,719	7,835	21,059	646	9,621	30	2,817	13,378	4,710	3,014	1,219	6,899
Massachusetts.....	78,255	10,336	24,672	1,136	64,925	25	8,809	101,738	4,909	10,135	5,052	17,217
Michigan.....	81,875	13,690	31,425	748	70,696	646	9,270	121,528	2,009	13,878	7,194	11,596
Minnesota.....	66,392	7,558	18,719	809	41,041	2,663	7,304	53,251	2,444	8,900	4,658	5,478
Mississippi.....	19,731	1,166	4,415	552	1,014	1,748	6,264	40,233	1,302	4,060	5,484	9,019
Missouri.....	75,526	10,361	24,441	3,655	38,371	4,543	10,047	86,516	1,950	11,228	5,116	10,198
Montana.....	12,220	2,176	5,078	139	5,985	6,482	2,332	14,823	2,707	2,794	1,325	6,264
Nebraska.....	27,130	4,892	10,983	603	9,257	5,038	3,313	25,222	1,434	4,586	2,952	7,230
Nevada.....	2,181	140	346	7	540	3	388	1,921	134	199	138	1,783
New Hampshire.....	4,305	397	1,051	317	8,179	24	692	8,486	445	1,126	806	3,755
New Jersey.....	29,225	11,037	24,310	619	66,600	121	8,552	78,983	4,796	8,040	6,476	15,599
New Mexico.....	3,899	1,666	4,831	203	2,101	2,232	2,566	10,723	1,073	1,855	2,134	3,672
New York.....	110,014	36,267	71,989	2,657	292,272	455	18,335	207,638	8,775	35,790	23,087	32,846
North Carolina.....	32,497	8,139	21,556	1,931	5,971	400	7,097	44,204	2,204	7,430	5,395	12,893
North Dakota.....	8,114	2,064	5,736	116	4,909	13,077	3,120	12,086	1,800	4,109	2,461	1,336
Ohio.....	115,317	10,729	30,754	3,930	89,033	736	13,870	211,943	1,982	18,483	8,475	14,443
Oklahoma.....	67,030	16,533	37,957	2,066	16,000	1,437	9,178	55,344	3,835	13,623	6,397	4,787
Oregon.....	19,464	1,683	3,706	438	10,342	300	2,402	15,417	1,425	3,216	1,211	4,029
Pennsylvania.....	84,320	17,992	41,867	12,198	272,322	317	18,763	202,284	7,812	32,710	12,371	27,273
Rhode Island.....	6,431	1,121	3,007	50	10,700	14	1,390	13,644	1,192	1,624	1,769	4,600
South Carolina.....	24,532	4,488	13,196	904	2,678	650	5,265	39,937	4,378	6,140	5,537	7,592
South Dakota.....	16,010	1,907	4,426	236	4,562	10,061	3,289	13,746	1,773	5,872	3,655	1,773
Tennessee.....	21,370	9,673	25,708	1,389	4,800	145	7,254	42,903	2,090	7,330	6,159	10,330
Texas.....	116,737	1,120	7,240	15,009	15,009	2,183	16,305	93,635	8,002	16,046	12,207	25,619
Utah.....	13,599	3,168	7,636	209	5,011	95	1,320	10,467	1,547	3,519	1,967	2,288
Vermont.....	8,723	479	1,422	163	2,940	37	562	4,642	728	962	345	876
Virginia.....	13,036	990	3,361	826	9,072	93	6,620	25,506	4,557	6,270	4,918	17,786
Washington.....	38,875	5,407	12,276	999	12,020	256	4,209	36,143	5,751	5,730	1,978	13,682
West Virginia.....	18,095	6,960	19,848	782	17,721	82	4,793	44,323	491	6,623	4,364	5,192
Wisconsin.....	46,087	11,390	26,518	1,970	48,211	5,108	6,369	63,714	978	10,831	5,814	8,108
Wyoming.....	3,152	694	1,728	154	1,628	878	654	3,443	612	654	569	2,508

<sup>1</sup> See footnotes on table 3.

<sup>2</sup> Number of persons enrolled, by State of origin, as of last day of month.

<sup>3</sup> Includes 185 persons not distributed by States.

<sup>4</sup> Includes 61 persons not distributed by States.

<sup>5</sup> Includes 96 persons not distributed by States.

<sup>6</sup> Estimated.

<sup>7</sup> Does not include cases receiving medical care only.



## STATISTICS FOR URBAN AREAS

### Public and Private Aid in 116 Urban Areas

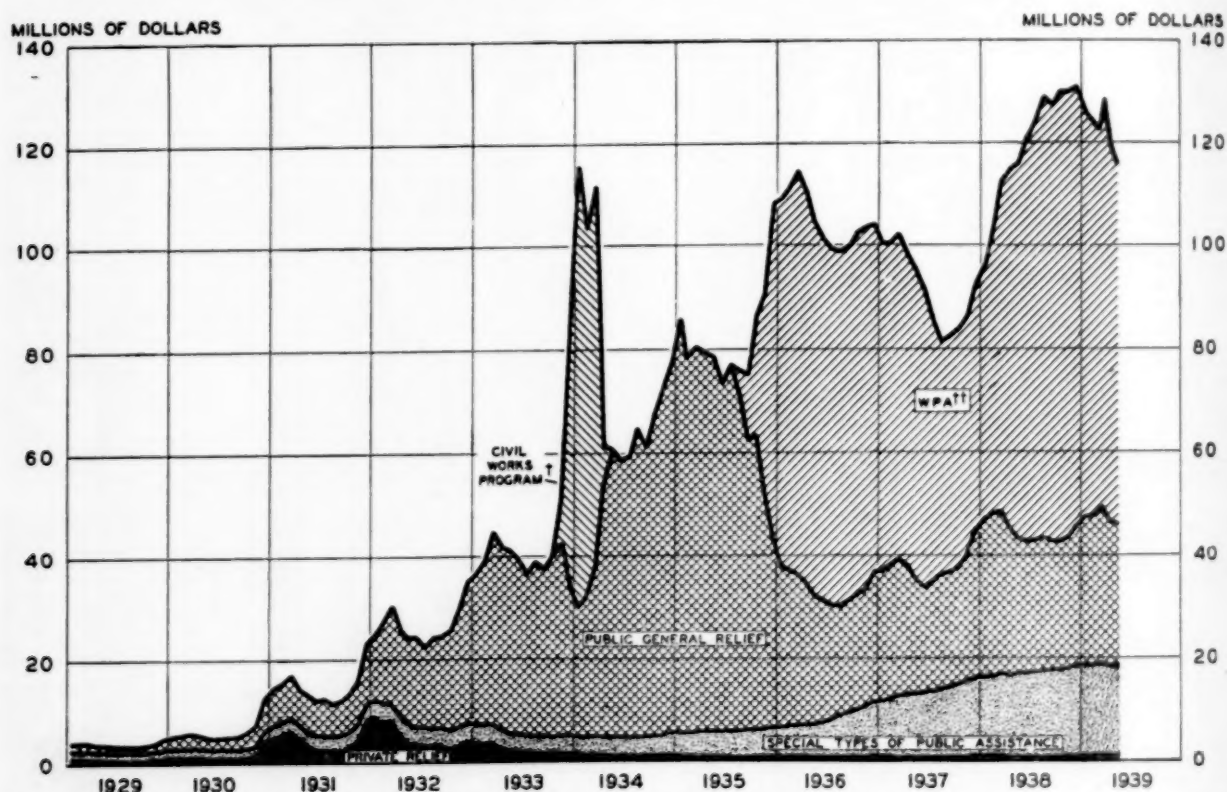
In May a total of \$115.8 million was expended in 116 urban areas of the United States for payments to recipients of general relief, the 3 special types of public assistance, and private relief, and for earnings of persons employed on projects operated by the Works Progress Administration. The 116 urban areas in 1930 had a population of 45.6 million persons and comprised 66 percent of the urban population of the continental United States.

The data on expenditures do not include the cost of administering the various programs or of materials, supplies, and other items incident to

the operation of work projects. Data are not available for these areas on earnings of persons employed on projects financed from WPA funds but operated by other agencies, on earnings of enrollees in the Civilian Conservation Corps, or on earnings under the program of the National Youth Administration.

The volume of expenditures for WPA earnings in the urban areas is greater than that for any other type of assistance. In May WPA earnings comprised 60.3 percent of the total amount of aid. General relief, which constitutes the next largest program in the total structure for assisting needy families and persons, accounted for 23.5 percent of the May total. Disbursements for the

**Chart I.—Public and private assistance and earnings of persons employed on projects operated by the Works Progress Administration and under the Civil Works Program in 116 urban areas, January 1929–May 1939**



†Earnings of all persons employed under the Civil Works Program, including the administrative staff.

††Earnings on projects operated by the Works Progress Administration within the areas.

special types of public assistance were 15.5 percent, and for private relief 0.7 percent, of the aggregate payments for May.

From April to May disbursements for public and private assistance and for WPA earnings in the 116 urban areas dropped \$3.4 million or 2.9 percent. WPA earnings declined 4.0 percent, and general relief 3.1 percent from the previous month. On the other hand, expenditures for aid to dependent children rose 5.4 percent. This rise reflects largely the influence of a revised schedule of check-writing in Pennsylvania. Changes in the schedule were inaugurated in March and are becoming effective in the local areas on a stagger basis. If the Pennsylvania areas are excluded from the comparison, the percentage increase in aid to dependent children is only 0.2 percent. Changes in the volume of old-age assistance, aid to the blind, and private relief were relatively small.

The downward movement from April to May in the aggregate expenditures of the 116 urban areas reflects a general retrenchment. As shown

in table 2, decreases in total disbursements were recorded for 91 of the 116 urban areas. Declines amounted to 15 percent or more in 5 cities.

Although the total volume of aid in the 116 urban areas reached a peak during the past 12 months, disbursements in May were at approximately the same level as in May a year ago. WPA earnings declined \$3.4 million or 4.7 percent from last May. For this same interval, however, there was an increase in all other types of public aid. The largest percentage gain—20.9 percent—was in aid to dependent children. All types of private assistance declined in volume from May 1938.

The small decrease in total expenditures from May a year ago represents the net effect of decreases in 48 urban areas and increases in 68. In 9 urban areas decreases amounted to 15 percent or more. Among the areas with substantial reductions were the automobile cities of Detroit, Flint, and Pontiac. Increases of 30 percent or more were recorded for 12 cities, of which 9 are located in the South.

Table 1.—Recipients of public and private assistance, amount of assistance, and earnings of persons employed on projects operated by the Works Progress Administration in 116 urban areas, May 1939

[Corrected to July 20, 1939]

Type of agency	Number of cases <sup>1</sup>	Amount <sup>2</sup>	Percentage change from—				Percentage distribution of amount		
			April 1939 in—		May 1938 in—		May 1939	April 1939	May 1938
			Number of cases	Amount	Number of cases	Amount			
Total.....	(9)	\$115,795,436		-2.9		-0.3	100.0	100.0	100.0
Public agencies.....	(9)	\$114,970,323		-2.9		-.2	99.3	99.3	99.2
Agencies administering:									
General relief <sup>3</sup> .....	962,323	27,207,916	-2.2	-3.1	-0.5	+6.2	23.5	23.6	22.3
Special types of assistance.....	669,044	17,994,141	+1.4	+2.1	+10.0	+11.1	15.5	14.8	13.1
Old-age assistance.....	534,314	12,625,781	.....	+1.1	+8.5	+8.0	10.9	10.5	10.0
Aid to dependent children <sup>4</sup> .....	112,180	4,649,831	+5.3	+5.4	+17.8	+20.9	4.0	3.7	3.3
Aid to the blind <sup>5</sup> .....	22,550	718,529	.....	-1.1	+9.4	+9.5	.6	.6	.6
Works Progress Administration <sup>6</sup> .....	(9)	69,768,266	(9)	-4.0	(9)	-4.7	60.3	60.9	63.0
Private agencies <sup>10</sup> .....	(9)	\$25,113		-1.2		-6.5	.7	.7	.8
Nonsectarian agencies.....	17,310	336,346	-4.4	-4.9	-8.0	-8.0	.3	.3	.3
Jewish agencies.....	6,669	170,995	+5	+7.0	.....	-1.4	.1	.1	.2
Catholic agencies.....	10,325	176,477	+10.1	-2.0	-8.3	-8.6	.2	.2	.2
Salvation Army.....	5,507	26,446	-1.6	-6.5	+2.6	-10.2	(11)	(11)	(11)
Other private agencies.....	9,224	114,849	(12)	+1.5	-1.2	-2.4	.1	.1	.1

<sup>1</sup> Incomplete, since some agencies reporting amount of assistance did not report number of cases aided.

<sup>2</sup> Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of transient care.

<sup>3</sup> Total number of cases aided by public and/or private agencies cannot be obtained by adding figures shown, since an unknown number of cases received assistance from more than 1 agency.

<sup>4</sup> Includes estimates amounting to \$94,350.

<sup>5</sup> Public agencies administered \$1,461 of private funds while private agencies administered \$9,588 of public funds, so that total amounts contributed from public and private sources, respectively, were \$114,978,450 and \$816,986.

<sup>6</sup> Includes direct and work relief and statutory aid to veterans administered on basis of need.

<sup>7</sup> Includes figures for areas in States with plans approved by the Social Security Board and for areas in States not participating under the Social Security Act.

<sup>8</sup> Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA within these areas and cover all pay-roll periods ended during month. Figures are not available for these areas for earnings of persons employed on projects other than those operated by the WPA.

<sup>9</sup> Figures not available.

<sup>10</sup> Includes direct and work relief and aid to veterans.

<sup>11</sup> Less than 0.1 percent.

<sup>12</sup> Decrease of less than 0.1 percent.

**Table 2.—Amount of public and private assistance and earnings of persons employed on projects operated by the Works Progress Administration, by urban areas, May 1939**

[Corrected to July 20, 1939]

State and city	Area included	Total <sup>1</sup>	Public funds						Private funds <sup>2</sup>	Percentage change in total from—	
			Total	General relief <sup>3</sup>	Old-age assistance	Aid to dependent children <sup>4</sup>	Aid to the blind <sup>5</sup>	WPA earnings <sup>6</sup>		April 1939	May 1938
<b>Alabama:</b>											
Birmingham.....	County.....	\$709,073	\$709,029	\$6,097	\$21,930	\$18,941	\$850	\$661,211	\$44	-0.2	+28.2
Mobile.....	do.....	129,020	128,584	845	7,651	1,601	172	118,315	436	-8.7	-1
<b>California:</b>											
Los Angeles.....	do.....	5,998,620	5,976,807	1,642,044	1,709,512	198,354	148,513	2,278,384	21,813	-1.0	+14.9
Oakland.....	do.....	1,421,380	1,417,354	282,925	246,214	50,205	22,732	815,278	4,026	-3.9	+9
Sacramento.....	do.....	295,791	293,750	47,462	104,558	18,712	7,353	115,665	2,041	-6.2	+10.7
San Diego.....	do.....	678,348	677,499	135,409	213,245	22,706	10,374	295,765	849	-2.0	+2.1
San Francisco.....	do.....	1,861,402	1,847,043	385,308	313,752	49,357	22,602	1,076,024	14,359	-2.8	+7.0
Colorado: Denver.....	do.....	667,433	665,094	62,353	275,995	47,951	3,346	275,449	2,339	-8.7	+9
<b>Connecticut:</b>											
Bridgeport.....	City.....	507,338	504,893	59,109	28,808	7,776	352	408,848	7,245	-2.8	+6.6
Hartford.....	do.....	280,775	274,883	65,086	48,800	6,460	633	153,904	14,892	-5	+3.0
New Britain.....	do.....	100,592	100,238	15,158	10,883	2,323	110	71,764	354	+6.0	-3.7
New Haven.....	do.....	652,400	647,941	77,708	48,306	8,735	973	512,129	4,459	-2.4	+5.4
Delaware: Wilmington.....	County.....	197,516	194,012	28,852	17,351	10,139		137,670	3,504	+6.8	+9.6
<b>District of Columbia:</b>											
Washington.....	City.....	833,576	819,565	46,080	83,976	41,277	5,612	642,620	7,141	-9	+28.8
<b>Florida:</b>											
Jacksonville.....	County.....	388,777	387,961	6,082	51,038	8,465	3,300	319,076	816	-4.4	+34.8
Miami.....	do.....	185,248	180,314	5,792	45,686	10,514	2,980	115,342	4,934	+4.3	+56.3
Georgia: Atlanta.....	do.....	639,286	631,802	19,243	15,437	16,298	1,469	579,355	7,484	-12.5	-5.1
<b>Illinois:</b>											
Chicago.....	do.....	9,771,632	9,690,721	2,987,934	1,043,961	79,398	75,249	5,504,179	80,911	-8.5	+1.0
Springfield.....	do.....	305,442	303,469	54,160	37,008	1,708	4,263	206,330	1,973	+2.3	+45.5
<b>Indiana:</b>											
Evansville.....	do.....	381,484	380,706	40,503	40,200	19,990	1,565	278,529	688	-12.6	+2.5
Fort Wayne.....	do.....	291,615	289,506	33,979	37,798	21,302	1,382	205,045	2,109	-5	+4.1
Indianapolis.....	do.....	1,028,910	1,021,002	110,536	124,979	72,814	6,242	706,431	7,908	-5.3	-10.0
South Bend.....	do.....	341,263	340,775	50,903	34,486	19,136	980	235,270	488	-3.4	-10.8
Terre Haute.....	do.....	402,074	401,404	14,147	48,797	16,548	1,976	319,936	670	+9.5	-2.3
<b>Iowa:</b>											
Des Moines.....	do.....	494,752	493,638	57,629	84,241	3,722	4,786	343,290	1,114	-5.0	-5.1
Sioux City.....	do.....	218,447	217,794	52,964	39,131	4,120	1,453	120,126	653	+1.2	+9
<b>Kansas:</b>											
Kansas City.....	do.....	331,588	331,316	22,136	25,567	12,475	1,383	269,755	272	-1.8	+9.7
Topeka.....	do.....	119,178	118,039	10,315	15,699	7,813	908	83,304	1,139	-12.0	-13.0
Wichita.....	do.....	212,305	211,582	47,724	36,022	15,335	1,550	110,942	723	-7.1	+3.2
<b>Kentucky: Louisville.....</b>	<b>do.....</b>	<b>342,888</b>	<b>335,104</b>	<b>19,693</b>	<b>32,830</b>	<b>9,654</b>		<b>272,927</b>	<b>7,784</b>	<b>-7</b>	<b>+8.5</b>
<b>Louisiana:</b>											
New Orleans.....	Parish.....	1,221,445	1,211,563	34,425	59,345	78,916	4,183	1,034,694	7,982	+3.5	+19.2
Shreveport.....	do.....	51,855	51,682	7,268	13,429	12,448	350	18,187	173	+1.8	+76.9
<b>Maine: Portland.....</b>	<b>City.....</b>	<b>154,813</b>	<b>153,461</b>	<b>21,325</b>	<b>17,281</b>	<b>3,333</b>	<b>1,243</b>	<b>110,279</b>	<b>1,352</b>	<b>-7.1</b>	<b>+26.9</b>
<b>Maryland: Baltimore.....</b>	<b>do.....</b>	<b>749,108</b>	<b>733,815</b>	<b>162,594</b>	<b>160,169</b>	<b>152,805</b>	<b>9,068</b>	<b>249,179</b>	<b>15,293</b>	<b>-8.7</b>	<b>-2.9</b>
<b>Massachusetts:</b>											
Boston.....	do.....	2,837,437	2,758,484	483,858	390,839	236,922	7,664	1,639,201	78,953	-6.4	+3.8
Brockton.....	do.....	282,386	278,847	29,722	56,095	7,222	459	185,409	3,539	+25.2	+14.4
Cambridge.....	do.....	288,019	284,853	86,406	39,575	15,642	905	142,325	3,166	-16.5	+3.8
Fall River.....	do.....	303,296	303,206	45,654	54,745	11,728	971	190,108	90	-21.5	-6.6
Lawrence.....	do.....	176,371	175,088	22,282	43,073	5,316	507	103,910	1,283	-8.7	-21.4
Lowell.....	do.....	338,712	336,409	56,800	62,483	15,454	788	200,884	2,303	-19.0	-13.7
Lynn.....	do.....	349,915	347,458	51,971	72,166	8,915	715	213,691	2,457	+20.9	+3.7
Malden.....	do.....	114,537	114,498	37,300	29,845	5,652	290	41,411	39	-20.6	-12.6
New Bedford.....	do.....	305,011	303,501	71,415	76,014	11,524	846	143,702	1,510	-10.6	-7.5
Newton.....	do.....	94,838	93,319	34,100	17,363	8,269	106	33,481	1,519	-12.6	-4.3
Springfield.....	do.....	376,409	374,337	104,354	75,611	20,358	814	173,200	2,072	-1.1	-1.0
Worcester.....	do.....	619,138	616,064	175,022	85,113	24,243	840	380,766	3,094	+29.8	+31.9
<b>Michigan:</b>											
Detroit.....	County.....	4,952,108	4,934,860	754,659	262,821	326,584	5,019	3,585,777	7,248	+6.8	-22.7
Flint.....	do.....	415,071	414,722	64,146	59,929	22,894	501	267,252	349	-6.3	-61.4
Grand Rapids.....	do.....	652,929	652,251	51,416	110,588	30,098	1,456	458,693	7,678	-4.7	-13.1
Pontiac.....	do.....	401,899	401,724	50,267	50,413	26,177	473	274,394	175	-3.6	-36.0
Saginaw.....	do.....	216,622	216,006	31,454	32,200	17,837	489	134,026	616	+4	-23.5
<b>Minnesota:</b>											
Duluth.....	do.....	808,060	802,835	162,358	112,726	32,933	2,322	492,466	5,225	-6.7	+9.1
Minneapolis.....	do.....	1,668,348	1,661,389	414,663	303,469	50,110	4,472	888,675	6,959	-5.7	+4.4
St. Paul.....	do.....	831,306	826,415	188,389	115,957	21,822	2,841	497,406	4,891	-2.9	-4.2
<b>Missouri:</b>											
Kansas City.....	do.....	922,704	910,821	97,621	158,869	8,450	10,675	635,506	7,183	-6.1	+5.7
St. Louis.....	City and county.....	2,065,390	2,045,267	168,310	207,231	36,716	17,175	1,615,835	20,123	+1.7	-6.6
<b>Nebraska: Omaha.....</b>	<b>County.....</b>	<b>623,607</b>	<b>615,414</b>	<b>9,353</b>	<b>74,043</b>	<b>36,848</b>	<b>1,804</b>	<b>463,366</b>	<b>7,819</b>	<b>-4.4</b>	<b>-7.3</b>
<b>New Jersey:</b>											
Jersey City.....	City.....	977,529	977,068	142,983	25,678	22,282	1,082	785,043	461	-7.0	-14.0
Newark.....	do.....	1,611,027	1,607,722	491,193	58,429	63,175	2,094	992,901	3,305	-3.8	-10.9
Trenton.....	do.....	301,929	300,421	68,462	16,911	14,082	635	200,331	1,508	-7.9	-24.6

See footnotes at end of table.



Table 2.—Amount of public and private assistance and earnings of persons employed on projects operated by the Works Progress Administration, by urban areas, May 1939—Continued

[Corrected to July 20, 1939]

State and city	Area included	Total <sup>1</sup>	Public funds						Private funds <sup>2</sup>	Percentage change in total from—	
			Total	General relief <sup>3</sup>	Old-age assistance	Aid to dependent children <sup>4</sup>	Aid to the blind <sup>5</sup>	WPA earnings <sup>6</sup>		April 1939	May 1938
New York:											
Albany	City	\$252,366	\$250,230	\$40,563	\$14,294	\$4,314	\$707	\$190,352	\$2,136	-3.7	+16.2
Buffalo	County	1,689,850	1,678,134	959,248	91,663	58,485	3,404	565,244	11,716	-6.7	+4.2
New Rochelle	City	95,381	94,987	60,107	11,064	8,952	29	14,835	394	-6.8	-7.9
New York	do	21,858,310	21,676,752	6,979,370	1,279,880	1,253,773	38,090	12,125,639	181,558	-3.8	+8
Niagara Falls	do	150,664	149,777	63,131	8,271	6,652	110	71,613	887	-3.7	+42.1
Rochester	do	844,877	842,965	392,762	102,832	37,888	2,335	307,148	1,912	-9.9	+9.3
Syracuse	County	566,084	562,383	271,373	66,056	23,766	1,102	200,087	3,701	-3.2	-2.4
Utica	City	239,647	237,387	65,437	26,671	13,614	340	131,325	2,260	-1.9	+8.7
Yonkers	do	301,455	299,608	109,129	21,515	19,502	399	149,063	1,847	-7.0	-7.6
North Carolina:											
Asheville	County	135,023	135,023	2,865	10,801	4,619	783	115,955	692	-1.8	+12.9
Charlotte	do	98,613	97,921	4,997	15,317	6,344	1,373	69,890	692	-6.1	+21.5
Greensboro	do	96,005	95,938	2,711	15,969	6,551	1,178	69,529	67	-2.9	+27.3
Winston-Salem	do	129,353	124,485	5,842	13,714	5,822	935	98,172	4,808	-1.8	+33.6
Ohio:											
Akron	do	1,165,294	1,162,588	76,978	75,012	18,478	1,950	990,170	2,706	-4.4	-8.2
Canton	do	462,014	461,947	42,315	77,080	12,209	2,028	328,315	67	-10.2	-21.2
Cincinnati	do	1,560,076	1,544,301	230,788	181,720	37,459	5,377	1,088,957	15,775	+17.2	+12.8
Cleveland	do	5,038,841	5,001,846	548,432	221,779	108,000	7,848	4,115,787	36,995	+1.3	-1.1
Columbus	do	1,025,728	1,024,355	101,158	150,266	17,862	6,266	748,803	1,373	+6.3	+13.6
Dayton	do	657,398	656,444	90,026	106,797	15,223	2,510	441,889	964	-9	-4.8
Springfield	do	176,122	176,122	12,538	54,462	4,522	1,468	103,132	651	-8.7	-14.7
Toledo	do	1,281,288	1,280,637	151,063	125,857	16,700	4,375	982,652	402	-5	-16.3
Youngstown	do	626,009	625,607	51,710	48,275	11,187	3,157	511,278	402	-2.6	-5.1
Oklahoma: Tulsa	do	234,530	228,318	8,898	81,950	16,003	2,345	119,122	6,212	-11.2	+9.1
Oregon: Portland	do	675,640	674,105	89,397	158,959	19,333	4,742	401,674	1,535	-6.4	-4
Pennsylvania:											
Allentown	do	299,454	298,514	48,885	22,340	10,283	5,175	211,831	740	-1	-11.9
Altoona	do	369,910	369,832	81,313	31,230	17,710	6,024	233,555	78	+6.1	+4.0
Bethlehem	do	321,559	320,792	45,492	22,961	13,682	5,390	233,267	767	+6.8	-4.1
Chester	do	346,265	344,424	71,865	32,904	18,179	7,107	214,369	1,841	+13.3	-11.3
Erie	do	395,725	395,698	114,594	20,769	(9)	7,949	252,386	27	-9.2	-6.7
Johnstown	do	511,330	511,010	136,873	10,419	(9)	7,170	356,548	320	-8.8	+4.3
Philadelphia	do	4,583,273	4,539,483	2,479,386	361,899	305,109	68,254	1,324,835	43,790	+11.0	+8.5
Pittsburgh	do	3,735,113	3,713,777	1,559,560	121,107	(9)	37,687	1,995,423	21,336	-7.0	-3.6
Reading	do	418,404	417,109	106,167	36,711	12,087	8,670	253,474	1,295	-6.5	-6.8
Scranton	do	1,063,889	1,060,751	292,882	54,109	36,571	9,961	667,228	3,138	-10.4	-9.2
Wilkes-Barre	do	1,463,846	1,462,518	413,163	58,397	45,391	13,642	931,925	1,328	-2.4	-8.3
Rhode Island: Providence	City	870,286	865,489	137,862	55,053	19,655	401	652,618	4,797	-4	+9
South Carolina: Charleston	County	185,675	185,170	3,370	10,471	4,804	640	166,186	805	-10.2	+44.8
Tennessee:											
Knoxville	do	163,386	162,901	3,223	16,370	15,216	871	127,221	485	-3.1	+20.9
Memphis	do	303,531	299,840	6,048	35,672	19,027	4,055	235,038	3,691	+3.2	+49.6
Nashville	do	214,501	212,624	3,413	25,282	16,605	2,371	164,983	1,877	+2.2	+39.6
Texas:											
Dallas	do	353,205	349,402	24,329	91,231	900	232,942	3,803	3,803	-11.2	+12.4
El Paso	do	93,104	92,706	12,845	70,106	70,106	70,861	398	398	+1.6	+38.1
Fort Worth	do	332,146	331,755	24,460	70,106	70,106	237,189	391	391	-4.7	+15.1
Houston	do	336,264	333,212	25,994	79,131	79,131	228,067	3,052	3,052	-2.2	+20.1
San Antonio	do	324,307	320,508	68,340	68,340	68,340	252,168	3,799	3,799	-10.1	+42.6
Utah: Salt Lake City	do	375,941	374,243	61,683	94,999	38,037	1,065	188,459	1,698	-13.8	+1.9
Virginia:											
Norfolk	City	89,569	88,814	4,532	6,880	1,553	770	75,081	753	+9	+29.5
Richmond	do	162,330	157,024	23,962	9,916	1,337	787	121,022	5,306	-2.3	+22.7
Roanoke	do	35,081	35,081	2,964	4,017	576	360	27,164	787	-1.4	+5.1
Washington:											
Seattle	County	890,880	883,916	65,755	235,119	34,140	8,131	540,771	6,964	-6.2	-18.0
Tacoma	do	463,976	463,976	17,639	100,480	19,140	2,631	324,086	830	-4.6	+2.9
West Virginia: Huntington	do	198,595	197,765	8,603	10,891	5,756	721	171,794	830	-8.3	+2.2
Wisconsin:											
Kenosha	do	233,987	233,701	31,401	21,949	16,463	1,382	162,506	286	-4.2	-11.2
Madison	do	284,559	284,331	38,329	46,005	22,780	948	186,269	228	-4.8	+17.0
Milwaukee	do	2,264,530	2,254,622	496,367	186,619	96,611	8,757	1,466,268	9,908	-2.6	+1.9
Racine	do	241,255	240,185	47,036	25,166	18,677	835	148,471	1,070	-3.3	+14.2

<sup>1</sup> Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of transient care.

<sup>2</sup> Includes direct and work relief and statutory aid to veterans administered on basis of need.

<sup>3</sup> Includes figures for areas in States with plans approved by the Social Security Board and for areas in States not participating under the Social Security Act.

<sup>4</sup> Figures from the WPA, Division of Statistics; represent earnings of persons employed on projects operated by the WPA within these areas and cover all pay-roll periods ended during month. Figures are not avail-

able for these areas for earnings of persons employed on projects other than those operated by the WPA.

<sup>5</sup> Includes direct and work relief and aid to veterans.

<sup>6</sup> Relates to county.

<sup>7</sup> Includes estimate.

<sup>8</sup> Relates to city.

<sup>9</sup> Estimated.

<sup>10</sup> No payments for this month because of change in mailing schedule.

<sup>11</sup> Incomplete, since figures are not obtainable for 1 relief program.

## General Relief Operations of Public Agencies in Selected Large Cities, June 1939

Reports on general relief operations during June were received from 18 large cities, including all cities with a population of more than 400,000 in 1930, except New Orleans, and including also Rochester, New York, which is slightly smaller. In San Francisco and Los Angeles relief to employable cases is administered by local offices of the State Relief Administration, and relief to unemployable cases is administered by the county departments of public welfare. To facilitate comparison with other cities in which general relief is administered by one agency, the reports of the two agencies in Los Angeles and San Francisco are combined in the tables.

### Cases Aided and Amount of Relief

In June, according to reports from the 18 cities, 641,000 cases received general relief totaling \$19.7 million. The number of cases aided dropped 2 percent from May, and the amount of relief 3 percent. Of the 18 cities, as is indicated in table 3, 14 showed declines in relief cases. The declines ranged from less than 1 percent in Los Angeles and New York to 23 percent in Baltimore. In

4 cities—Chicago, Cleveland, St. Louis, and San Francisco—the number of cases aided increased from May, but the gains were small, amounting to from less than 1 percent to 5 percent.

Chicago was the only city to record a rise in June in expenditures for general relief; in May, because of shortage of funds, relief payments to cases were scaled down to 75 percent of the budget deficits but were raised to 80 percent in June. Decreases in expenditures in 17 cities varied from less than 1 percent in Cleveland and New York to 16 percent in Los Angeles.

For 14 cities it is possible to compute the average amounts of relief per family case and per single-person case. The averages represent a useful measure of the levels of payments, but they do not necessarily reflect the relative adequacy of relief in the different cities. The highest average payments for both family cases and single-person cases were made in New York, and the lowest average payments in St. Louis. In New York the average payment per family case was \$46.14, in 9 cities it was between \$30 and \$40, and in 4 cities it was less than \$30. The average payment per single-person case was \$27.00 in New York and \$8.32 in St. Louis. In 10 of the 14 cities the averages were between \$15 and \$20.

Table 3.—Number of cases receiving general relief, amount of relief, and average amount per family and single-person case in selected cities, June 1939

City	Number of cases receiving relief	Amount of relief <sup>1</sup>	Average amount		Percentage change from May 1939 in—	
			Per family case	Per single-person case	Number of cases	Amount of relief
Baltimore.....	6,088	\$148,775	( <sup>2</sup> )	( <sup>2</sup> )	-23.4	-4.9
Boston.....	15,715	414,324	\$32.11	\$17.00	-1.7	-3.8
Buffalo.....	20,082	698,056	39.58	19.21	-11.5	-9.7
Chicago.....	<sup>3</sup> 115,668	<sup>3</sup> 2,888,277	( <sup>2</sup> )	( <sup>2</sup> )	+9	+3.0
Cincinnati.....	8,197	178,440	23.40	16.99	-4.5	-7.5
Cleveland.....	18,372	431,034	29.78	15.15	+4	-9
Detroit.....	17,321	608,273	38.99	17.76	-6.8	-4.2
District of Columbia <sup>4</sup> .....	1,564	40,289	30.65	19.13	-6.7	-11.7
Los Angeles <sup>5</sup> .....	51,197	1,385,609	34.27	15.03	-6	-15.6
Milwaukee <sup>6</sup> .....	20,736	749,145	29.85	12.57	-4.3	-4.0
Minneapolis.....	12,880	361,284	32.71	20.39	-5.6	-4.1
Newark.....	15,339	447,311	34.69	19.37	-1.7	-2.8
New York.....	175,367	6,910,502	46.14	27.00	-9	-2
Philadelphia.....	<sup>7</sup> 78,373	<sup>7</sup> 2,368,232	( <sup>2</sup> )	( <sup>2</sup> )	-3.6	-4.3
Pittsburgh <sup>8</sup> .....	<sup>8</sup> 53,340	<sup>8</sup> 1,493,696	( <sup>2</sup> )	( <sup>2</sup> )	-1.0	-3.9
Rochester.....	8,765	304,215	38.63	17.48	-8.6	-11.1
St. Louis.....	8,245	140,517	22.84	8.32	+4.1	-2.9
San Francisco <sup>9</sup> .....	14,152	353,501	36.87	17.20	+4.9	-8.3

<sup>1</sup> Excludes cost of administration; of materials, equipment, and other items incident to operation of work programs; and of special programs, hospitalization, and burials.

<sup>2</sup> Not available.

<sup>3</sup> Includes cases receiving aid from special departments: Transportation Service, 875 cases, \$17,615; Children's and Minors' Service, 2,322 cases, \$54,356; Nursing Home Service, number of cases not available, \$1,348; and Shelter Division, 2,574 cases, \$10,279.

<sup>4</sup> Accepts only unemployable cases.

<sup>5</sup> Includes figures for entire county in which city is located.

<sup>6</sup> Figures represent combined reports of 2 agencies—1 administering relief to employable cases and 1 relief to unemployable cases.

<sup>7</sup> Includes \$22,718 which was estimated as covering cost of operating a commissary.

<sup>8</sup> Includes duplications, since in some cases relief was granted more than once during month.

## General Relief in Addition to Other Assistance or Income

Data concerning supplementation of WPA earnings are given for 14 cities in table 4. Baltimore does not grant relief to cases with members employed on WPA projects, and the District of Columbia does not accept cases with employable members. Boston and St. Louis are unable to supply information on supplementation. In Milwaukee and Minneapolis an exceptionally large proportion of cases receiving relief was also receiving WPA earnings in June. Such cases comprised 12 percent in Milwaukee, and 20 percent of total relief cases in Minneapolis.

In Newark and Rochester 23 and 14 percent, respectively, of total relief cases were reported to be receiving general relief in addition to earnings from regular employment.

In Baltimore, because of a legal limitation on the amount which may be granted to a family for aid to dependent children, 35 percent of all cases receiving general relief were granted such assist-

Table 5.—Reasons for opening general relief cases in selected cities, June 1939

City	Number of cases opened	Accession rate <sup>1</sup>	Percent opened for specified reason			
			Cessa- tion of unem- ploy- ment benefits	Loss of regu- lar em- ploy- ment	Loss of WPA em- ploy- ment	All other rea- sons
Baltimore.....	1,195	22.4		36.7		63.3
Boston.....	1,318	9.3	1.8	43.6	21.8	32.8
Buffalo.....	732	3.8	1.6	54.5	6.4	37.5
Chicago.....	7,495	6.3	( <sup>2</sup> )	32.3	40.8	26.9
Cincinnati.....	705	8.0	12.8	12.6	11.6	63.0
Cleveland.....	2,021	10.1	8.1	7.9	60.0	24.0
Detroit.....	2,825	17.5	18.6	13.7	15.1	52.7
District of Columbia <sup>3</sup> .....	74	4.2				100.0
Los Angeles <sup>4</sup> .....	6,030	13.0	8.1	27.9	25.5	38.5
Milwaukee <sup>5</sup> .....	2,913	16.7	3.0	35.5	17.5	44.0
Minneapolis.....	791	( <sup>6</sup> )	4.2	36.3	20.3	39.2
Newark.....	1,030	6.9	6.9	37.9	25.2	30.0
New York.....	9,495	5.7	2.5	19.6	49.1	28.8
Philadelphia.....	5,060	6.8	9.4	40.5	15.5	34.6
Pittsburgh <sup>6</sup> .....	6,219	12.7	14.4	23.4	41.8	20.4
Rochester.....	432	4.7	4.2	47.5	8.3	40.0
St. Louis.....	777	9.8		1.9	18.9	70.2
San Francisco <sup>7</sup> .....	2,430	19.6	7.0	( <sup>8</sup> )	4.2	( <sup>9</sup> )

<sup>1</sup> Cases opened as a percent of average number of cases open at beginning and end of month.

<sup>2</sup> Unemployment benefits not yet payable in Illinois.

<sup>3</sup> Accepts only unemployable cases.

<sup>4</sup> Includes figures for entire county in which city is located.

<sup>5</sup> Figures represent combined reports of 2 agencies—1 administering relief to employable cases and 1 relief to unemployable cases.

<sup>6</sup> Not available.

ance to supplement insufficient payments for aid to dependent children.

## Case Turn-Over

In June approximately 51,500 cases were opened and 62,300 cases closed in the 18 cities. Both the number of cases opened and the number of cases closed declined 7 percent from May.

For all cities except Minneapolis accession and separation rates are given in tables 5 and 6. These rates represent the number of openings and the number of closings as a percent of the average number of cases open at the beginning and end of June. Accession rates were higher than separation rates in only 4 cities—Baltimore, Cleveland, Pittsburgh, and St. Louis. Baltimore had the highest accession rate (22), and Buffalo and the District of Columbia the lowest (4). Separation rates ranged from 4 in St. Louis to 27 in Detroit. The largest turn-over in case load, as measured by both accession and separation rates, occurred in Baltimore, Detroit, Milwaukee, and San Francisco.

Loss of employment in regular industry and under the WPA was responsible for from 50 to about 75 percent of the cases opened in June in 12

Table 4.—General relief cases in households receiving other types of income or assistance in selected cities, June 1939

City	Number of cases receiving relief	Percent of general relief cases in households receiving <sup>1</sup> —				
		Unem- ploy- ment bene- fits	Earn- ings from regular employ- ment	WPA earn- ings	Old-age assist- ance	Aid to depend- ent child- ren
Baltimore.....	6,038	0.6	0.3		1.8	35.4
Buffalo.....	20,082	.9	8.4	6.3	2.4	1.2
Chicago.....	115,668	( <sup>2</sup> )	( <sup>3</sup> )	1.4	2.2	( <sup>4</sup> )
Cincinnati.....	8,197	.6	4.3	1.5	3.3	.2
Cleveland.....	18,372	.7	5.8	7.9	.2	( <sup>5</sup> )
Detroit.....	17,321	.8	6.6	8.3	.4	
District of Columbia <sup>6</sup> .....	1,564	( <sup>7</sup> )			5.7	
Los Angeles <sup>8</sup> .....	51,197	1.1	( <sup>9</sup> )	1.9	( <sup>10</sup> )	( <sup>11</sup> )
Milwaukee <sup>12</sup> .....	20,736	.6	6.1	11.9	1.3	.2
Minneapolis.....	12,880	.4	2.5	19.8	4.8	4.3
Newark.....	15,339	1.9	23.2	3.7		
New York.....	175,367	.4	( <sup>13</sup> )	3.6	2.4	1.7
Philadelphia.....	78,373	.9	( <sup>14</sup> )	1.1	( <sup>15</sup> )	( <sup>16</sup> )
Pittsburgh <sup>17</sup> .....	53,340	1.3	( <sup>18</sup> )	2.6	( <sup>19</sup> )	( <sup>20</sup> )
Rochester.....	8,765	1.0	13.9	6.8	5.4	3.0
San Francisco <sup>21</sup> .....	14,152	.8	( <sup>22</sup> )	1.3	( <sup>23</sup> )	( <sup>24</sup> )

<sup>1</sup> Figures on number of general relief cases which also received aid to the blind are available for Baltimore, Buffalo, Cincinnati, Cleveland, District of Columbia, Milwaukee, and Rochester. Such cases amount to 0.6 percent of cases receiving relief in the District of Columbia, 0.2 percent in Cincinnati, 0.1 percent in Baltimore, Buffalo, and Rochester, and less than 0.1 percent in Cleveland and Milwaukee.

<sup>2</sup> Unemployment benefits not yet payable in Illinois.

<sup>3</sup> Not available.

<sup>4</sup> Less than 0.1 percent.

<sup>5</sup> Accepts only unemployable cases.

<sup>6</sup> Includes figures for entire county in which city is located.

<sup>7</sup> Figures represent combined reports of 2 agencies—1 administering relief to employable cases and 1 relief to unemployable cases.

<sup>8</sup> Base is number of cases open on last day of month rather than figures shown in first column of this table.



cities. From 50 to 70 percent of the closings in 11 cities resulted from the fact that employment was obtained either in regular industry or on WPA projects.

#### Effect of WPA Employment on Case Load

In June in the 18 cities, cases opened following loss of WPA employment exceeded cases closed on transfer to the WPA by 2,300. In May in these same cities there was a net increase of 10,500 cases resulting from movement from and to the WPA. Of the 18 cities, 8 showed net increases in June and 10 net decreases in case load because of loss or receipt of WPA employment.

Very large proportions of all cases opened in Cleveland, New York, Pittsburgh, and Chicago were added to the rolls because of loss of WPA employment. In these cities openings attributed to loss of WPA employment comprised 60, 49, 42, and 41 percent, respectively, of all openings. Neither Baltimore nor the District of Columbia accepted cases because of WPA lay-offs. In Detroit, Los Angeles, San Francisco, and Cleveland, cases closed on account of transfer to WPA constituted 44, 43, 35, and 34 percent, respectively, of June closings.

#### Effect of Regular Employment on Case Load

Data on cases opened because employment was lost or closed because jobs were obtained in regular industry are available for all cities except San Francisco. In these cities in June there was a net decrease of 5,400 cases because of hiring and firing in regular employment, as contrasted with a net decrease of 7,800 cases in May. In June net decreases were recorded in all cities but Baltimore and Los Angeles, which reported net gains.

Loss of regular employment accounted for from 40 to 55 percent of all openings in Philadelphia, Boston, Rochester, and Buffalo. In Boston, Newark, Minneapolis, and Rochester from 43 to 50 percent of all cases closed were dropped from the rolls because regular employment was obtained.

#### Effect of Unemployment Benefits on Case Load

In June unemployment benefits were paid in all the 18 cities except Chicago, where benefits first became payable in July. Data on the number of cases opened because of cessation of benefits or closed because of receipt of benefits are shown in table 7. In June there was a net decrease of 1,300 cases in the aggregate case load

Table 6.—Reasons for closing general relief cases in selected cities, June 1939

City	Number of cases closed	Separation rate <sup>1</sup>	Percent closed for specified reason						
			Transferral to—			Relief no longer needed			All other reasons
			WPA	Special types of public assistance	Other relief status	Unemployment benefits received	Regular employment obtained	Increased earnings or income	
Baltimore.....	654	12.2	18.2	3.4	0.2	0.9	5.8	5.6	65.9
Boston.....	1,746	12.3	22.7	6.5	4.5	2.5	42.8	( <sup>2</sup> )	( <sup>3</sup> )
Buffalo.....	2,820	14.5	21.3	1.9	1.1	9.5	34.8	15.7	15.7
Chicago.....	7,701	6.5	15.7	3.8	.2	( <sup>4</sup> )	32.9	5.4	42.0
Cincinnati.....	881	10.0	7.8	2.6	1.6	3.2	31.4	16.5	26.9
Cleveland.....	1,780	8.9	34.0	3.6	4.4	2.9	28.0	1.4	25.7
Detroit.....	4,385	27.2	44.4	19.9	.1	2.2	17.4	14.1	1.9
District of Columbia <sup>5</sup> .....	256	14.5	7.4	21.5		.4	4.3	13.3	53.1
Los Angeles <sup>6</sup> .....	8,360	18.0	43.1	7.1	1.0	2.7	19.2	1.9	25.0
Milwaukee <sup>7</sup> .....	3,962	22.7	20.1	1.5	1.7	1.5	30.3	9.9	35.0
Minneapolis.....	1,552	( <sup>1</sup> )	10.2	3.4	.5	4.5	48.9	18.6	13.9
Newark.....	1,207	8.1	8.5			4.3	44.3	42.9	
New York.....	9,899	5.9	4.0	8.6	( <sup>2</sup> )	11.6	37.8	12.9	( <sup>3</sup> )
Philadelphia.....	6,961	9.4	18.3	4.5	( <sup>2</sup> )	10.3	38.4	7.3	( <sup>3</sup> )
Pittsburgh <sup>7</sup> .....	5,913	12.0	18.2	4.9	( <sup>2</sup> )	27.0	30.4	5.7	( <sup>3</sup> )
Rochester.....	1,192	13.1	19.8	2.2	( <sup>2</sup> )	7.7	50.3	12.8	( <sup>3</sup> )
St. Louis.....	323	4.1	23.5	6.5	4.0	3.4	22.3	2.5	37.8
San Francisco <sup>8</sup> .....	2,695	21.8	34.9	2.3	5.5	3.5	22.5	1.4	29.9

<sup>1</sup> Cases closed as a percent of average number of cases open at beginning and end of month.

<sup>2</sup> Includes cases transferred to the NYA and CCC.

<sup>3</sup> Not available.

<sup>4</sup> Unemployment benefits not yet payable in Illinois.

<sup>5</sup> 0.2 percent of total cases closed were closed because of shortage of relief funds.

<sup>6</sup> Accepts only unemployable cases.

<sup>7</sup> Includes figures for entire county in which city is located.

<sup>8</sup> Figures represent combined reports of 2 agencies—1 administering relief to employable cases and 1 relief to unemployable cases.

<sup>9</sup> Includes cases transferred to the NYA.

of the 17 benefit-paying cities because of an excess of closings on receipt of benefits over openings on termination of benefits. In May there was a net decrease of approximately 2,000 cases. Net decreases were reported for June by all cities except Cincinnati, Cleveland, Detroit, Los Angeles, Milwaukee, Newark, and San Francisco.

In three cities—Cincinnati, Pittsburgh, and Detroit—a substantial proportion of all cases opened in June was accepted for general relief because of the exhaustion of benefits. Cases opened in these cities because of cessation of benefits comprised 13, 14, and 19 percent of the total openings in the month. In Baltimore, the District of Columbia, and St. Louis no cases were opened because of cessation of benefits.

In Pittsburgh 27 percent of all cases closed were dropped because of the receipt of unemployment compensation.

Such cases represented 12 percent in New York and 10 percent in Buffalo and Philadelphia of all cases closed.

In Detroit the number of cases opened because of exhaustion of benefit rights was 3 per 100 cases receiving relief in the month. The ratio was less than 2 per 100 in all other cities. In Pittsburgh the number of cases closed because of the receipt of benefits was 3 per 100 cases receiving relief. In the other 16 cities making benefit payments in June the ratios ranged from 0.1 to 1.3 per 100 cases.

According to reports from 14 cities, general relief is granted to very few cases to supplement unemployment compensation. In these cities, of the total number of cases receiving general relief, the proportion also receiving benefits was 2 percent or less.

Table 7.—General relief cases opened because of cessation or closed because of receipt of unemployment benefits in selected cities,<sup>1</sup> June 1939

City	Number of cases receiving relief	Cases opened				Cases closed			
		Number	Because of cessation of unemployment benefits			Number	Because of receipt of unemployment benefits		
			Number	Percent of—			Number	Percent of—	
				Cases receiving relief	Cases opened			Cases receiving relief	Cases closed
Baltimore.....	6,038	1,195	0	-----	-----	654	6	0.1	0.9
Boston.....	15,715	1,318	24	0.2	1.8	1,746	43	.3	2.5
Buffalo.....	20,082	732	12	.1	1.6	2,820	267	1.3	9.5
Cincinnati.....	8,197	705	90	1.1	12.8	881	28	.3	3.2
Cleveland.....	18,372	2,021	164	.9	8.1	1,780	52	.3	2.9
Detroit.....	17,321	2,825	524	3.0	18.5	4,385	97	.6	2.2
Los Angeles <sup>2</sup> .....	51,197	6,030	487	1.0	8.1	8,300	224	.4	2.7
Milwaukee <sup>2</sup> .....	20,736	2,913	87	.4	3.0	3,962	58	.3	1.5
Minneapolis.....	12,880	791	33	.3	4.2	1,552	70	.5	4.5
Newark.....	15,339	1,030	71	.5	6.9	1,207	52	.3	4.3
New York.....	175,267	9,495	233	.1	2.5	9,899	1,144	.7	11.6
Philadelphia.....	78,373	5,060	474	.6	9.4	6,961	717	.9	10.3
Pittsburgh <sup>3</sup> .....	53,340	6,219	894	1.7	14.4	5,913	1,596	3.0	27.0
Rochester.....	8,765	432	18	.2	4.2	1,192	92	1.0	7.7
St. Louis.....	8,245	777	0	-----	-----	323	11	.1	3.4
San Francisco <sup>3</sup> .....	14,152	2,430	171	1.2	7.0	2,695	94	.7	3.5

<sup>1</sup> District of Columbia not included in table since no cases were opened on cessation of benefits and only 1 case closed on receipt of benefits.

<sup>2</sup> Includes figures for entire county in which city is located.

<sup>3</sup> Figures represent combined reports of 2 agencies—1 administering relief to employable cases and 1 relief to unemployable cases.

# OLD-AGE INSURANCE

BUREAU OF OLD-AGE INSURANCE · ANALYSIS DIVISION

IN COOPERATION WITH

BUREAU OF RESEARCH AND STATISTICS · DIVISION OF OLD-AGE BENEFITS RESEARCH

## *Employee Accounts Established in Baltimore*

BEGINNING with this issue of the Bulletin, the material which has previously been published under the title "employee account numbers issued" will hereafter be designated as "employee accounts established." The data reported from Baltimore represent the number of accounts established with the Bureau, which on a cumulative basis is practically the same as the number of account numbers issued. However, the monthly figures reported should not be interpreted as equivalent to the number of account numbers issued in any particular month. A short length of time elapses from the date when a number is issued in the field until the time that the account is established and subsequently reported by the Baltimore Accounting Operations. Publication of the total or gross number of accounts established during the month, before adjustments are made to obtain the net figure, begins with this issue. (See table 1.)

There was an increase of 435,004 employee accounts established during June in Baltimore, thus bringing the cumulative total to 44.7 million. Both these figures are net, representing the number of accounts after cancelations and voids have been deducted and reinstatements added. An account number is canceled when it is found that a person has previously been assigned a number; a number is voided when the prenumbered form was spoiled in typing in the field office. Reinstated numbers, added to the total for the month in which they are reinstated, represent account numbers previously issued and canceled but later reinstated. Data regarding the number of voids are at present not available; however, voids represent a very small part of the total for accounts voided or canceled.

The number of accounts established in June was larger than in any month since December 1938. An increase in June over May also occurred in 1937 and 1938 and probably reflects to a large extent young persons entering the labor market

for the first time for either temporary or permanent positions.

A net total of 5.2 million employee accounts was established in the fiscal year 1938-39 as compared with 9.6 million in 1937-38. The more industrialized regions (I, II, III, V, VI) contributed a smaller proportion of the accounts established in 1938-39 than formerly.

A discussion of employee registrations under the Railroad Retirement Act is presented on page 71. Inclusion of these figures brings the net cumulative registrations under the two acts to 46.7 million as of June 30.

## *Wage Records*

A total of 26.3 million wage items for the first quarter of 1939 had been received in Baltimore as of June 30, 1939. Each wage item represents a report by an employer of the amount of taxable wages paid by him to an employee in the quarterly reporting period. Such reports are due at the Bureau of Internal Revenue at the end of the month following the close of a quarterly reporting period.

The posting to individual ledger sheets of 1938 wages reported in Baltimore, which began the latter part of May, progressed rapidly in June. As of July 1, 38.2 million items, or 32.4 percent of the total number to be posted for the 1938 accounting period, had been posted. This total includes 112.2 million 1938 wage items, 1.8 million 1937 wage items, 3.3 million wage items which were reported with incomplete information but have since been identified, and a relatively few adjustment items on wages previously reported.

Improved machines in use this year make possible the automatic preparation of an annual summary card at the time the individual wage item is posted and the annual and cumulative totals of wages are carried forward. The summary cards will be used in connection with posting wages in the 1939 accounting period. Statistical cards are currently reproduced from these summary cards.



Tabulation of the statistical cards will then furnish data on the characteristics—sex, color, and age—of workers who had wages from covered employment

**Table 1.—Employee accounts established in Baltimore, by regions and States in which account numbers were issued, June 1939<sup>1</sup>**

Region <sup>2</sup> and State	Employee accounts established		
	June		Cumulative through June <sup>3</sup>
	Total	Net <sup>4</sup>	
Total	501,524	435,004	44,727,520
<b>Region I:</b>			
Connecticut	5,501	5,124	707,037
Maine	3,825	3,516	298,734
Massachusetts	11,151	9,724	1,771,640
New Hampshire	1,982	1,892	190,827
Rhode Island	3,587	3,470	311,832
Vermont	1,315	1,259	105,484
<b>Region II:</b>			
New York	52,208	41,602	5,990,701
<b>Region III:</b>			
Delaware	1,498	1,210	102,109
New Jersey	20,949	17,470	1,633,512
Pennsylvania	38,491	33,884	3,698,355
<b>Region IV:</b>			
District of Columbia	3,409	3,174	286,030
Maryland	6,637	4,409	632,386
North Carolina	10,323	9,009	924,019
Virginia	10,454	9,458	715,648
West Virginia	5,583	5,312	585,876
<b>Region V:</b>			
Kentucky	9,011	7,922	706,144
Michigan	16,072	15,169	2,025,734
Ohio	28,569	26,453	2,634,038
<b>Region VI:</b>			
Illinois	40,780	40,060	3,097,520
Indiana	11,673	11,236	1,177,727
Wisconsin	11,914	11,793	894,204
<b>Region VII:</b>			
Alabama	7,574	6,571	647,618
Florida	9,181	8,493	671,194
Georgia	10,772	9,597	830,979
Mississippi	6,391	5,703	374,440
South Carolina	5,829	5,249	491,136
Tennessee	8,949	8,225	747,528
<b>Region VIII:</b>			
Iowa	9,087	8,311	579,338
Minnesota	9,658	8,473	766,521
Nebraska	4,301	3,610	315,550
North Dakota	1,686	1,377	110,315
South Dakota	1,388	934	123,992
<b>Region IX:</b>			
Arkansas	5,100	3,467	352,811
Kansas	6,103	5,252	466,726
Missouri	12,375	8,876	1,236,525
Oklahoma	7,112	6,249	622,350
<b>Region X:</b>			
Louisiana	7,863	4,569	653,178
New Mexico	2,716	2,341	122,128
Texas	28,154	22,428	1,924,164
<b>Region XI:</b>			
Arizona	2,204	1,627	165,492
Colorado	4,921	4,407	351,812
Idaho	2,271	1,967	154,701
Montana	2,591	2,284	175,462
Utah	2,183	2,009	168,823
Wyoming	1,116	976	73,499
<b>Region XII:</b>			
California	31,671	25,886	2,888,220
Nevada	643	498	44,466
Oregon	5,835	4,811	379,031
Washington	7,442	6,401	625,523
<b>Territories:</b>			
Alaska	396	363	22,277
Hawaii	1,080	604	152,184

<sup>1</sup> Neither the monthly nor the cumulative total of accounts established should be taken as a measure of the number of persons engaged in covered employment, since account numbers are issued to persons who are not in employment covered by title II.

<sup>2</sup> Social Security Board administrative regions.

<sup>3</sup> Represents total less cancellations and voids plus reinstatements.

Source: Bureau of Old-Age Insurance, Baltimore Accounting Operations.

and on continuity of employment and labor turn-over.

### Claims for Lump-Sum Payments

A total of 16,702 claims for lump-sum payments under title II of the Social Security Act was received in Washington in June 1939 as compared with 19,354 in May. The June figure was the lowest since September 1938. The number of claims certified to the Secretary of the Treasury for payment decreased from 19,268 in May to 18,235 in June. The average amount of claims certified was \$83.24 in June as compared with \$79.15 in May and \$47.70 in June 1938 (table 2).

During the fiscal year 1938-39, 218,023 claims for lump-sum payments were received in Washington, and 212,053 were certified for payment. These figures represent an increase of 27 and 28 percent, respectively, over the 1937-38 level, when 171,545 claims were received and 165,203 certified. In each year, of the total number both received and certified, approximately 44 percent were filed by wage earners who had attained age 65, and 56 percent by heirs or representatives of the estates of the deceased wage earners. The size of the certified claim increased 90 percent from \$35.45 in 1937-38 to \$67.51 in 1938-39. Both types of claims showed an almost continuous increase in amount certified throughout the 2 years. With two exceptions the monthly average for lump-sum payments at age 65 was slightly larger than that for payments at death. In 1938-39 the average amount certified varied from a low of \$31.31 in Mississippi to a high of \$83.64 in New Jersey.

### Operations Under the Railroad Retirement Act<sup>1</sup>

Benefit payments under the Railroad Retirement Act during June amounted to \$9.1 million, bringing the total benefit payments for the fiscal year 1938-39 to \$106.8 million (table 3). This is the total amount certified to the Secretary of the Treasury for payments on annuities, pensions, and survivor and death benefits; it includes

<sup>1</sup> To provide a more comprehensive view of Federal measures for old-age security, the Bulletin in collaboration with the Railroad Retirement Board begins regular publication of data concerning the operation of the Railroad Retirement Act. In this issue a section prepared by the Bureau of Research and Information of the Railroad Retirement Board carries forward certain series included in the special article in the July Bulletin, pp. 3-21, "Retirement Payments for Railroad Workers." Fiscal data relating to this program are reported on pp. 84-85 of this issue.

retroactive payments and excludes canceled payments.

Total payments from the beginning of operations under the 1935 act to the end of June, as shown in table 3, amounted to \$194.4 million, of

which \$4.6 million was paid out prior to June 30, 1937, and almost \$83.0 million in the fiscal year 1937-38. Of the total payments, \$125.7 million or 64.7 percent was paid to employee annuitants (both age and disability annuitants) and \$63.6

**Table 2.—Claims for lump-sum payments: Number received in Washington, and number and amount certified by the Social Security Board to the Secretary of the Treasury, by regions and States, June 1939<sup>1</sup>**

Region <sup>2</sup> and State	Total claims				Claims for payments at age 65				Claims for death payments			
	Number		Amount certified		Number		Amount certified		Number		Amount certified	
	Received	Certified	Total	Average	Received	Certified	Total	Average	Received	Certified	Total	Average
Cumulative through June	399,172	381,675	\$20,230,531	\$53.00	177,417	169,677	\$9,174,773	\$54.07	221,755	211,998	\$11,055,758	\$52.15
Total for June	16,702	18,235	1,517,835	83.24	7,243	7,906	672,978	85.12	9,459	10,329	844,857	81.79
<b>Region I:</b>												
Connecticut	297	324	32,574	100.54	152	163	16,082	98.66	145	161	16,492	102.43
Maine	122	143	11,094	77.58	56	65	5,932	91.26	66	78	5,162	66.19
Massachusetts	827	770	72,406	94.03	444	400	38,467	96.17	383	370	33,939	91.73
New Hampshire	82	92	5,817	63.22	42	48	3,031	63.14	40	44	2,786	63.31
Rhode Island	131	129	13,746	106.56	52	54	6,218	115.14	79	75	7,528	100.28
Vermont	40	49	3,692	73.34	23	26	2,307	88.71	17	23	1,385	60.23
<b>Region II:</b>												
New York	1,970	1,082	209,625	105.76	786	785	82,964	105.69	1,184	1,197	126,661	106.82
<b>Region III:</b>												
Delaware	36	42	4,055	96.55	19	23	2,233	97.08	17	19	1,822	95.90
New Jersey	769	751	74,143	98.73	361	336	32,748	97.46	408	415	41,395	99.75
Pennsylvania	1,693	1,724	159,289	92.40	848	888	85,108	95.84	845	836	74,181	88.73
<b>Region IV:</b>												
District of Columbia	67	84	7,061	84.06	23	32	2,924	91.36	44	52	4,137	79.86
Maryland	248	275	23,852	86.73	83	102	9,162	89.73	165	173	14,700	84.97
North Carolina	324	367	18,622	52.16	95	109	7,036	64.55	229	248	11,586	48.73
Virginia	290	312	21,902	70.20	103	109	8,595	78.85	187	203	13,307	65.55
West Virginia	224	241	19,261	79.92	86	99	6,907	69.77	138	142	12,354	87.00
<b>Region V:</b>												
Kentucky	241	269	15,191	56.47	98	109	6,928	63.56	143	160	8,263	51.64
Michigan	665	743	68,803	92.60	243	255	23,116	90.65	422	488	45,687	93.62
Ohio	1,110	1,233	113,066	91.70	574	626	60,334	96.38	536	607	52,732	86.87
<b>Region VI:</b>												
Illinois	1,333	1,444	132,201	91.55	633	674	58,541	86.86	700	770	73,660	95.66
Indiana	547	590	43,023	72.92	274	300	21,225	70.75	273	290	21,798	73.16
Wisconsin	435	484	41,013	84.74	258	277	21,262	76.76	177	207	19,751	93.42
<b>Region VII:</b>												
Alabama	252	293	15,939	54.40	84	107	6,049	56.54	168	186	9,800	53.17
Florida	226	274	15,621	57.01	102	130	7,891	60.70	124	144	7,730	53.66
Georgia	265	297	16,916	56.96	85	104	7,345	70.63	180	193	9,571	49.59
Mississippi	91	112	3,808	34.00	26	35	1,414	40.40	65	77	2,394	31.69
South Carolina	191	198	8,051	40.66	42	52	3,160	60.77	149	146	4,891	33.50
Tennessee	273	319	15,328	48.05	76	99	4,608	46.55	197	220	10,730	48.78
<b>Region VIII:</b>												
Iowa	258	301	18,110	60.17	124	138	8,472	61.39	134	163	9,638	59.13
Minnesota	276	324	27,767	85.70	113	144	12,759	88.60	163	180	15,008	83.36
Nebraska	97	125	7,344	58.75	50	63	3,065	48.66	47	62	4,279	69.01
North Dakota	29	28	1,644	58.73	10	9	258	28.70	19	19	1,386	72.96
South Dakota	28	34	1,663	48.91	11	14	638	45.60	17	20	1,025	61.25
<b>Region IX:</b>												
Arkansas	120	127	5,279	41.56	27	38	1,611	42.39	93	89	3,668	41.21
Kansas	141	158	11,145	70.54	65	69	4,127	59.81	76	89	7,018	78.86
Missouri	445	479	40,085	83.69	195	208	18,278	87.88	250	271	21,807	80.47
Oklahoma	174	188	14,308	76.11	63	68	5,582	82.09	111	120	8,726	72.71
<b>Region X:</b>												
Louisiana	195	229	12,602	55.03	55	68	3,856	56.70	140	161	8,746	54.32
New Mexico	19	27	1,572	58.24	2	7	431	61.53	17	20	1,141	57.08
Texas	452	582	39,263	67.46	114	150	10,560	70.40	338	432	28,703	66.44
<b>Region XI:</b>												
Arizona	50	49	3,457	70.55	16	18	1,843	102.40	34	31	1,614	52.05
Colorado	161	194	12,678	65.35	87	99	6,703	67.70	74	95	5,975	62.90
Idaho	45	67	3,802	56.74	17	28	1,365	48.74	28	39	2,437	62.49
Montana	65	82	6,011	73.31	24	33	2,317	70.22	41	49	3,694	73.39
Utah	56	61	4,336	71.08	24	27	2,068	76.61	32	34	2,268	69.70
Wyoming	23	28	2,017	72.05	10	8	688	68.06	13	20	1,329	66.44
<b>Region XII:</b>												
California	570	1,107	98,370	88.86	367	486	39,883	82.06	503	621	58,487	94.18
Nevada	16	13	1,161	80.34	5	3	266	88.91	11	10	895	89.47
Oregon	128	165	12,290	74.30	67	79	5,524	69.93	61	86	6,736	78.32
Washington	241	270	21,468	79.51	106	120	9,644	80.37	135	150	11,824	78.92
<b>Territories:</b>												
Alaska	9	8	497	62.11	4	2	53	26.32	5	6	444	74.04
Hawaii	37	39	3,406	87.33	14	17	1,288	75.74	23	22	2,118	69.29
Foreign <sup>3</sup>	18	19	1,491	78.48	5	3	122	40.82	13	16	1,369	85.54

<sup>1</sup> All claims received to date have been for lump-sum payments amounting to 3 1/4 percent of total taxable wages.

<sup>2</sup> Social Security Board administrative regions.

<sup>3</sup> Claims received from persons in foreign countries.

Source: Bureau of Old-Age Insurance, Administrative Division.

million or 32.7 percent to the former pensioners of the railroads transferred to Federal rolls under the Railroad Retirement Act of 1937. Survivor annuities accounted for 0.6 percent, and death-benefit annuities under the 1935 act and lump-sum death payments for 0.7 percent each. The remaining 0.6 percent was paid as temporary pensions to former carrier pensioners who were eligible for an annuity and, under the 1937 act, were carried as pensioners until the amount of their annuities were determined but not beyond October 1937.

During the fiscal year 1938-39, 70.4 percent of the total payments were made on employee annuities, 27.0 percent on pensions, 0.7 percent on survivor annuities, 0.7 percent on death-benefit annuities and 1.2 percent on lump-sum death benefits. In the fiscal year 1937-38, the comparative figures were 55.5, 41.8, 0.5, 0.8, and 0.05 percent, respectively. The remaining 1.4

percent for 1937-38 consisted of payments to the temporary pensioners.

### Annuities and Pensions in Force on June 30, 1939

A total of 132,239 annuities and pensions was being paid under the Railroad Retirement Act at the end of the fiscal year 1938-39 as compared with 108,240 at the beginning of the year (table 4). The total monthly amount payable to pensioners and annuitants under the act was \$8.3 million at the end of the fiscal year as compared with \$6.7 million at the beginning of the year.

The number of employee annuities and death-benefit and survivor annuities in force increased, and the number of pensions steadily decreased during the fiscal year. Of the total claims in force on June 30, 1939, 68.2 percent were employee annuities, 29.9 percent pensions, 1.3 percent survivor annuities, and 0.6 percent death-benefit

Table 3.—Railroad Retirement Board: Total amount of benefit payments certified to the Secretary of the Treasury, by class of payment, in the fiscal years 1936-37 and 1937-38, and by months, July 1938-June 1939<sup>1</sup>

Fiscal year and month	Total payments <sup>2</sup>	Employee annuities <sup>3</sup>	Survivor annuities <sup>4</sup>	Death-benefit annuities <sup>5</sup>	Lump-sum death benefits <sup>6</sup>	Permanent pensions <sup>7</sup>
Cumulative through June 1939.....	\$194,440,151	\$125,743,683	\$1,187,476	\$1,397,574	\$1,374,262	\$63,553,612
Total, 1936-37.....	4,604,232	4,487,496	47,490	69,245	-----	-----
Total, 1937-38.....	\$82,994,286	46,007,991	381,237	625,106	38,954	34,667,453
Total, 1938-39.....	106,841,632	75,158,195	758,748	703,221	1,335,307	28,886,158
1938						
July.....	8,408,325	5,725,976	52,321	64,558	27,539	2,537,929
August.....	8,554,061	5,899,260	61,258	68,040	35,059	2,490,443
September.....	8,545,649	5,906,594	66,114	64,035	37,269	2,471,635
October.....	8,920,443	6,326,128	60,714	51,349	26,483	2,455,768
November.....	8,865,400	6,244,225	51,221	60,567	62,641	2,446,803
December.....	9,021,040	6,383,667	61,021	63,552	83,891	2,428,907
1939						
January.....	8,973,209	6,330,103	59,577	57,248	118,494	2,407,785
February.....	9,159,324	6,476,104	62,579	56,011	182,597	2,382,041
March.....	8,991,519	6,279,671	71,060	34,090	261,416	2,345,281
April.....	9,130,100	6,478,516	63,843	61,861	196,822	2,329,056
May.....	9,181,703	6,588,326	68,080	55,010	164,804	2,305,482
June.....	9,090,791	6,519,620	80,965	66,894	138,286	2,285,023

<sup>1</sup> Figures are total amounts certified to the Secretary of the Treasury for payment minus cancellations. Figures for any month represent vouchers certified during that month, including retroactive payments and minus cancellations reported during the month. Cents omitted. For monthly figures for fiscal years 1936-37 and 1937-38, see the Bulletin, July 1939, p. 8, table 3.

<sup>2</sup> Total benefit payments on basis of vouchers certified to the Secretary of the Treasury are \$8.3 million more than total on basis of checks drawn by disbursing officer as shown in table 12, p. 84. Amounts are certified to the Secretary of the Treasury and encumbered on books of the Railroad Retirement Board in latter part of month, but checks are not drawn by disbursing officer until first of following month.

<sup>3</sup> Employee annuities include age and disability annuities, paid to eligible individuals after retirement, based on average monthly compensation with employers under the act and years of service, including service prior to beginning of the system up to a total of 30 years, for individuals who meet certain conditions. See p. 69.

<sup>4</sup> Survivor annuities are paid to the surviving spouse of a deceased employee annuitant who duly elected a reduced annuity during his lifetime in order to provide a lifetime annuity for his spouse after his death.

<sup>5</sup> Death-benefit annuities are paid under the 1935 act to the surviving spouse or dependent next of kin of a deceased annuitant or of a deceased employee

entitled to receive an annuity at the time of his death, in monthly amounts equal to half the monthly employee annuity, for 12 months.

<sup>6</sup> Lump-sum death benefits are paid under the 1937 act to a designated beneficiary or to the deceased employee's legal representative. These benefits equal 4 percent of compensation earned as an employee after Dec. 31, 1936 (excluding compensation in excess of \$900 in any 1 month), less the aggregate amount of any employee or survivor annuities paid or payable.

<sup>7</sup> Payments to individuals on the pension rolls of employers under the act on both Mar. 1 and July 1, 1937, who were not eligible for employee annuities. Total payments of pensions in any month are frequently less than corresponding monthly amounts payable as indicated by figure for pensions in force (table 4). This difference is due to cancellation of checks because of pensioner deaths reported to the Railroad Retirement Board after voucher for month's payment was sent to the Secretary of the Treasury.

<sup>8</sup> Total includes payments of \$1,183,541 made to temporary pensioners for 3 months before Oct. 1, 1937. These were carrier pensioners who on July 1, 1937, were eligible for employee annuities and could be paid pensions only until their annuities were awarded but not later than Oct. 1, 1937.

Source: Railroad Retirement Board.



annuities. On June 30, 1938, the comparable percentages were 58.1, 40.6, 0.7, and 0.6.

During June, annuities and pensions in force increased by 1,177 or 0.9 percent, and the amount payable by \$78,909 or 1.0 percent over the preceding month. The general tendency noted in the July Bulletin, page 9, for a gradual reduction of the difference between benefit-payment figures (table 3) and in-force figures (table 4) continued in June. In the first month of the fiscal year, benefit payments (excluding death benefits under the 1937 act which are nonrecurring payments made in a lump sum) amounted to \$8.4 million, while annuities and pensions in force totaled only \$6.9 million. At the end of the fiscal year, the corresponding two figures were \$9.0 million and \$8.3 million.

#### Changes in Annuities and Pensions in Force

A total of 2,343 applications for employee annuities in June brought applications for the fiscal year to 28,440 and for the entire period of operation of the Board to 134,034. Applications received during June averaged 78 per calendar

day, which was larger than for any of the preceding 5 months. For the last 6 months of 1938-39 applications received averaged 72 per calendar day, as compared with 84 for the first 6 months of 1938-39 and 145 for the fiscal year 1937-38.

The downward trend of new certifications reported in the July Bulletin continued, largely as a result of the reduced personnel engaged in the adjudication of retirement claims. New certifications of employee annuities during June were 2,000. For the first time since November 1937, new certifications were less than applications.

With June certifications, the total number of employee annuities, including both age and disability annuities, certified under the Railroad Retirement Act since the beginning of operations to June 30, 1939, rose to 100,653 (table 5). During the entire period 10,192 annuities were terminated by death, 139 by commutation to a lump-sum payment, and 67 by return to service. After allowing for 93 annuity payments which were suspended as of June 30, 1939, there was a total

**Table 4.—Railroad Retirement Board: Number of annuities and pensions in force and monthly amount payable at end of month, by class of payment, by 6-month intervals, December 1936–June 1938, and by months, July 1938–June 1939<sup>1</sup>**

Year and month	All annuities and pensions		Employee annuities <sup>2</sup>		Survivor annuities		Death-benefit annuities <sup>3</sup>		Permanent pensions	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
December 1936.....	1,742	\$108,261	1,732	\$107,918	5	\$171	5	\$171	-----	-----
June 1937.....	7,223	446,614	6,870	433,047	115	4,651	238	8,916	-----	-----
December 1937.....	86,632	5,214,726	39,375	2,489,253	353	14,245	578	21,304	46,326	\$2,689,923
June 1938.....	108,240	6,708,316	62,870	4,097,616	807	31,489	649	24,232	43,914	2,554,978
1938										
July.....	110,713	6,882,878	65,612	4,289,625	897	34,701	649	24,021	43,555	2,534,530
August.....	113,680	7,082,345	68,829	4,504,803	974	37,095	643	23,950	43,235	2,518,466
September.....	116,412	7,260,034	71,706	4,695,265	1,114	41,419	689	25,481	42,903	2,497,887
October.....	118,993	7,426,695	74,543	4,878,648	1,196	43,814	655	23,911	42,599	2,480,319
November.....	121,741	7,595,263	77,445	5,060,257	1,310	47,026	715	25,893	42,271	2,462,080
December.....	123,630	7,717,077	79,624	5,200,252	1,372	48,730	703	25,847	41,931	2,442,548
1939										
January.....	125,107	7,812,654	81,452	5,317,101	1,432	50,546	696	25,222	41,527	2,419,784
February.....	126,791	7,927,129	83,522	5,455,021	1,482	51,990	695	25,103	41,092	2,395,013
March.....	128,445	8,035,087	85,473	5,582,687	1,580	54,887	742	26,816	40,650	2,370,695
April.....	129,779	8,124,472	87,132	5,692,229	1,652	57,150	745	26,909	40,250	2,348,182
May.....	131,062	8,211,567	88,734	5,799,982	1,712	58,978	757	27,006	39,859	2,325,590
June.....	132,239	8,290,476	90,185	5,896,101	1,783	61,239	771	27,364	39,500	2,305,770

<sup>1</sup> Figures based on month in which annuity was first certified, not retroactive to month for which it accrued. Cents omitted for all amounts. For monthly figures for fiscal years 1936-37 and 1937-38, see the Bulletin, July 1939, p. 10, table 4.

<sup>2</sup> Employee annuities include age and disability annuities. In-force figures here include not only finally certified annuities but also (1) "annuities subject to recertification," initially certified on basis of detailed check of only part of relevant service and compensation records with amount of annuity subject to recertification when remaining service has been checked, such annuities constituting about 25 percent of initial certifications during past fiscal year; (2) a small and decreasing proportion of "temporary partial annuities" certified on basis of summary report of service and compensation

but not verified from month-to-month service and compensation records; and (3) a small and decreasing proportion of temporary annuities to former carrier pensioners. See the Bulletin, July 1939, pp. 14-17. When amount of annuity is increased by recertification, changed amount is reflected in month of recertification, not retroactively to months for which back payments is made.

<sup>3</sup> In a few cases payments are made to more than 1 person on account of the death of a single individual. Such payments are here counted as single items.

Source: Railroad Retirement Board.

of 90,162 employee annuities in force as of June 30, 1939.

Of the total certifications 34,813 employee annuities were certified during the fiscal year 1938-39. Death terminated 7,093 annuities, return to service 63, and 114 were commuted into lump-sum payments.

During the fiscal year, 4,510 pensioners were removed from the pension rolls because of death; retroactive certifications added 97 new pensioners during the year, bringing the number in force at the end of the year to 39,500 (table 4). Payment on 74 pensions was suspended as of June 30, 1939. Of the total of 48,740 pensioners taken over from the railroads, 9,166 had died by June 30, 1939.

New certifications of survivor annuities under the joint and survivor provisions of the act during the fiscal year totaled 1,008, while 31 such annuities were terminated by death and 1 was suspended as of June 30, 1939. The number of survivor annuities in force increased from 807 at the beginning of the fiscal year to 1,783 at the end of the fiscal year.

New certifications of the 12-month death-benefit annuities under the 1935 act totaled 1,720 during

the fiscal year 1938-39. In the same period, 1,574 were terminated by the expiration of the 12-month period during which the annuities are payable, and 24 annuities were terminated by death of the beneficiary. As a result of these changes, the number in force increased from 649 at the beginning of the fiscal year to 771 at the end of the fiscal year.

### Types of Employee Annuities

As has been indicated, employee annuities under the Railroad Retirement Act are of two main types—age annuities and disability annuities. Age annuities are of two kinds—those accruing at or after age 65 and those beginning before age 65 for individuals who have had at least 30 years of credited service. Disability annuities vary also for annuitants with 30 years of credited service and those with less than 30 years of credited service, limited to individuals at least 60 years of age, when the annuity begins to accrue. For age annuitants under 65 and disability annuitants with less than 30 years' service, the amount of annuity is reduced at the rate of  $\frac{1}{180}$  for each calendar month by which the annuitant is under 65 at the time the annuity begins to accrue.

Table 5.—Railroad Retirement Board: Applications for employee annuities; number and monthly amount payable of new certifications, terminations by death, and net adjustments; and number in force and amount payable at end of month, by fiscal years, 1936-39, and by months, July 1938-June 1939<sup>1</sup>

Fiscal year and month <sup>2</sup>	Applications received <sup>3</sup>	New certifications <sup>4</sup>		Terminations by death		Net adjustments <sup>5</sup>		In force at end of period <sup>6</sup>	
		Number	Amount	Number	Amount	Number	Amount	Number	Amount
Cumulative through June 1939.....	134,034	100,653	\$6,152,637	10,192	\$652,043	-299	\$394,639	90,162	\$5,895,234
Total, 1936-37.....	27,929	7,158	445,285	284	17,414	-4	5,175	6,870	433,047
Total, 1937-38.....	52,895	58,682	3,612,542	2,815	177,693	-151	217,065	62,586	4,084,961
Total, 1938-39.....	28,440	34,813	2,094,809	7,093	456,935	-144	172,397	90,162	5,895,234
1938									
July.....	2,690	3,325	206,144	494	33,216	-27	21,857	65,390	4,279,748
August.....	2,846	3,767	232,647	476	31,962	-27	16,712	68,654	4,497,145
September.....	2,655	3,561	216,745	622	40,357	-22	15,743	71,871	4,680,276
October.....	2,684	3,443	206,961	575	37,103	-7	14,495	74,432	4,873,630
November.....	2,438	3,490	203,046	574	35,910	-3	15,036	77,345	5,055,803
December.....	2,068	2,838	167,137	623	38,820	-10	12,923	79,550	5,197,043
1939									
January.....	2,274	2,498	148,644	645	41,354	-5	10,496	81,398	5,314,830
February.....	2,059	2,716	164,562	642	41,546	1	15,128	83,473	5,452,974
March.....	2,385	2,638	155,852	648	41,033	-32	13,236	85,431	5,581,030
April.....	2,014	2,327	137,817	651	42,202	-7	14,269	87,100	5,690,914
May.....	1,984	2,210	133,077	578	37,078	-26	11,962	88,706	5,798,875
June.....	2,343	2,000	122,172	865	36,348	21	10,534	90,162	5,895,234

<sup>1</sup> Cents omitted for all amounts. See the Bulletin, July 1939, p. 14, table 6, for applications received, and p. 15, table 7, for other items, by months in fiscal years 1936-37 and 1937-38.

<sup>2</sup> Correction for a claim certified or terminated in error or for an incorrect amount is made in figures for month in which error is discovered and not for month in which error was made. To this extent, number and amount shown for any given month differ slightly from actual monthly activity.

<sup>3</sup> 24,770 applications were received prior to July 1, 1936.

<sup>4</sup> Excludes temporary annuities to former carrier pensioners, counted as applications pending and not as certifications until the amounts of their annuities are determined on basis of service records. For this reason, figures

in force differ somewhat from those in table 4. For monthly figures on temporary annuities, see the Bulletin, July 1939, p. 17, table 9.

<sup>5</sup> Reinstatements of suspended annuities are added, while terminations for reasons other than death, including suspensions, returns to service, and commuted lump-sum annuity payments, are subtracted. Recertifications of employee annuities result in additions to amount payable but not to number of cases certified. For this reason, amount of adjustment bears no relation to net number of cases reported as adjusted. Net adjustment in amount is always positive, because of preponderant effect of recertifications.

Source: Railroad Retirement Board.

Comparison of certifications for the fiscal year 1938-39 with those for the period through June 30, 1938, by type of annuity, indicates that the proportion of age annuities beginning at or after age 65 is considerably lower and the proportion of annuities of the other three types considerably higher in the later than in the earlier period. The comparative percentage distribution of certifications of employee annuities by type of annuity is as follows:

Period	All annuities	Age annuities		Disability annuities	
		Age 65 and over	Under 65 years	30 years' credited service	Less than 30 years' credited service
Through June 30, 1938.....	100.0	87.5	3.7	7.5	1.3
1938-39.....	100.0	63.7	6.9	19.0	10.4

Both age and disability annuities are based<sup>2</sup> not only on service and compensation subsequent to the establishment of the system but also on prior service with an employer under the act.

<sup>2</sup> The annuity is calculated by taking 2 percent of the first \$50 of the average monthly compensation, 1½ percent of the next \$100, and 1 percent of the balance and multiplying the sum of these 3 amounts by the number of years of credited service. The average monthly compensation earned by the individual during the period 1924-31 is taken as applicable to his entire period of prior service in determining his average monthly compensation for computing the amount of his annuity. The average monthly compensation for his period of subsequent service is the actual average of monthly earnings. In computing average monthly compensation, only months in which there was some employment are counted. Compensation in excess of \$300 in any 1 month from 1 or more employers is excluded from credited compensation.

**Table 6.—Railroad Retirement Board: Number and average actual monthly amount<sup>1</sup> payable on finally certified<sup>2</sup> employee annuities, by type of annuity, through June 30, 1938, and by months, April-June 1939**

Period	All annuities		Age annuities				Disability annuities			
	Number	Average actual annuity	65 and over		Under 65		30 years' credited service		Less than 30 years' credited service	
			Number	Average actual annuity	Number	Average actual annuity	Number	Average actual annuity	Number	Average actual annuity
Cumulative through June 30, 1938.....	53,889	\$69.06	47,431	\$68.30	1,186	\$63.53	4,721	\$81.43	551	\$40.21
Total, April-June 1939.....	4,710	66.22	2,867	65.24	330	61.97	1,135	80.81	378	33.47
April.....	1,665	65.89	958	65.42	130	60.82	431	79.15	146	34.38
May.....	1,619	66.07	980	64.41	123	62.65	386	82.81	130	32.12
June.....	1,426	66.76	929	65.95	77	62.83	318	80.63	102	33.87

<sup>1</sup> For each annuity, the "normal annuity" is calculated from the annuity formula (see p. 70, footnote 2). For the majority of annuitants the normal annuity is the actual amount payable monthly. For age annuitants under 65 and disability annuitants with less than 30 years' credited service (a small but increasing percentage of annuitants), the normal annuity is reduced by ⅓ for each calendar month that the annuitant is under 65 years at time his annuity begins to accrue. If an annuitant elects an annuity for a surviving spouse (a small and decreasing proportion of annuitants), the actual amount payable to him during his lifetime is reduced so that the combined actuarial

Under the 1935 act, credit is given for service before March 1, 1936, to individuals who were in active service or in an employment relation to an employer under the act on or after August 29, 1935. Under the 1937 act similar credit is given for service before January 1, 1937, to individuals in active service or in an employment relation on August 29, 1935. Only so much prior service is credited as will bring total credited service, including service after January 1, 1937, up to 30 years.

Preliminary figures of the average amount of actual annuity are available by type of employee annuity for the certifications initially made on a final basis during the months of April, May, and June, 1939. As a general indication of changes in the amounts of annuities, these figures can be compared with average actual annuities on all certifications finally made to June 30, 1938. Figures for the intervening period are not now available. The comparison is confined to finally certified annuities in order to eliminate the variable effect of the factors temporarily preventing final certification. Because of the long time required for certifying some annuities, some of the certifications made in the later period arise from applications made prior to June 30, 1938.

The average actual annuity in the later period, \$66.22 monthly, was \$2.84 or 4 percent lower than on certifications in the earlier period. (See table 6.) Disability annuities with 30 years of cred-

value of the 2 annuities will be the same as the actuarial value of the single-life annuity to which he would otherwise be entitled. Actual average amount payable reflects these 2 types of reductions.

<sup>2</sup> Finally certified annuities in 1939 months are annuities originally certified on a final basis; cumulative figures through June 1938 include also those recertified on final basis by that date. See table 4, footnote 2. Figures for 1939 are preliminary.

Source: Railroad Retirement Board.



ited service, which have the highest average of the 4 types of annuity, showed the smallest average difference between the two periods. The other 3 types, however, had lower average actual annuities in the later period. The largest difference, more than 16 percent from \$40.21 to \$33.47, was among the disability annuities with less than 30 years of credited service. The elements entering into these differences in amount of actual annuity were discussed in some detail in the July Bulletin.

### **Employee Registrations**

During June, 3,171 registrations in the Railroad Retirement Board series of account numbers were received by the Railroad Retirement Board. In the same month, 14,684 individuals who already had social security account numbers outside the Railroad Retirement Board series registered with the Board on Carrier Employer Registration Forms but did not receive new account numbers. All employees in active service of employers under the act on or after January 1, 1937, are required to register with the Board on these forms. The figures of new registrations for any period do not

represent the total amount of new employment or reemployment in the railroad industry during the period, since an individual is required to register only once, regardless of the number of times he returns to employment under the act.

During the fiscal year 1938-39, a gross total of 240,006 new carrier employee registrations was received by the Board. Of these 60,415 registrations were new account numbers issued in the railroad retirement series. The remainder had social security account numbers issued outside the railroad series prior to entry or reentry into employment covered by the Railroad Retirement Act. Approximately 20,000 of the latter had previously registered with the Board, and their duplicate registrations were canceled. An additional 32,000 new account numbers were canceled because registrants were discovered to have more than one account number. The net addition in the fiscal year was thus about 188,000. Up to June 30, 1939, about 2.3 million individuals had acquired some credit under the Railroad Retirement Act for compensated service after December 31, 1936.

# FINANCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS • DIVISION OF OLD-AGE BENEFITS RESEARCH

AMENDMENTS broadening the scope and modifying the basic financial principles of the Social Security Act were adopted in 1939. Each of the major titles of the 1935 act was amended in some respect. The extent of Federal financial participation in the public-assistance programs administered by the Social Security Board (titles I, IV, X) was increased. Authorizations for appropriations were materially raised for titles V and VI. Important changes were made in the old-age insurance program. These amendments will result in some cases in changes in financial procedure and in the volume of both receipts and disbursements under the act during the current fiscal year. With the close of the fiscal year 1938-39, current comparisons can be made on a fiscal-year basis. Such comparisons and an analysis of the operations under the 1935 act from the inception of the various programs are of particular interest as a bench mark at this time because of the many significant modifications introduced by the amendments. Beginning with this issue of the Bulletin, this section will regularly publish financial data relating to the Railroad Retirement Act prepared in collaboration with the Railroad Retirement Board.

## Appropriations and Expenditures

As of June 30, 1939, cumulative Federal tax collections and Federal expenditures under the Social Security Act were \$1,487.8 million and \$1,999.3 million, respectively. Of the total expenditures, transfers to the old-age reserve account comprised \$1,155 million or 57.8 percent, and grants to the States for all programs except vocational rehabilitation accounted for \$786.6 million or 39.3 percent. Administrative expenses of \$57.7 million constituted only 2.9 percent of total cumulative disbursements.

As indicated in table 1, \$844.6 million or 42.3 percent of the total was expended during the fiscal year 1938-39. The wide variations in fiscal-year expenditures resulted primarily from the different dates of introduction of the various programs. Federal funds for grants-in-aid under the act, for example, first became available early in 1936, and in the following year most of the Federal-State programs were going through the early stages of

development. Transfers to the old-age reserve account, which represent the largest proportion of total expenditures, were first made in January 1937, the effective date of tax collections under title VIII.

Table 1.—Expenditures under the Social Security Act, by fiscal years, 1935-39<sup>1</sup>

Fiscal year	Amount (in millions)	Percent
Total	\$1,999.3	100.0
1935-36	28.4	1.4
1936-37	447.8	22.4
1937-38	678.5	33.9
1938-39	844.6	42.3

<sup>1</sup> Excludes expenditures under the Social Security Act for vocational rehabilitation in the Office of Education, Department of the Interior, and for administration and research in the U. S. Public Health Service, because such expenditures cannot be separated from other Federal expenditures for similar purposes.

A comparison of expenditures for the last 2 fiscal years is indicative of the developments under these programs. Expenditures in 1938-39 were approximately \$166.2 million or 24.5 percent higher than in 1937-38. Disbursements for all programs rose with the exception of those for maternal and child-health services and public-health work, which declined 1.5 and 10.0 percent, respectively. Transfers to the old-age reserve account showed the largest absolute increase from \$387.0 million to \$503.0 million. Grants to States for the administration of unemployment compensation and for State employment services showed a larger rate of increase than did expenditures for the other programs. This increase of 40.5 percent reflects the beginning of benefit payments for unemployment compensation in 24 States during 1938-39. As of June 30, 1939, all but two States—Illinois and Montana—were paying benefits. These two States began paying benefits in July 1939.

Grants-in-aid other than unemployment compensation increased \$31.9 million during the past fiscal year. Grants for old-age assistance, the largest of the grants-in-aid programs, totaled \$208.8 million, representing an increase of 14.6 percent from 1937-38. Payments for aid to dependent children were \$31.0 million in 1938-39 as compared with \$25.5 million in 1937-38. Expenditures for aid to the blind amounted to \$5.3

million during 1938-39, or \$143,000 more than for the previous year. For programs administered by Federal agencies other than the Board, \$16.3 million was granted to the States in 1938-39. Grants authorized by the Children's Bureau amounted to \$8.3 million, an increase of \$450,000 over corresponding payments for 1937-38 though grants for maternal and child-health services decreased \$58,000. For the program administered by the Public Health Service a decline of \$886,000 occurred. The extent to which each of the States received Federal financial assistance in carrying out these eight social security grants programs is indicated in table 9.

For 1939-40 the amounts appropriated for grants-in-aid programs administered by agencies other than the Social Security Board are identical with the maximums authorized under the 1935 provisions of the Social Security Act. Appropriations for grants for services for maternal and child health and for crippled children were increased over the 1938-39 appropriations, bringing

these amounts to the maximum authorizations of \$3,800,000 and \$2,850,000, respectively. The appropriations for child-welfare services and for public-health services for 1939-40 remain the same as those for the previous year. The Social Security Act Amendments, however, provide for increases in the authorization for Federal grants under these programs. Grants to States for maternal and child-health services are increased by \$2,020,000; for crippled children, \$1,020,000; for child-welfare services, \$10,000; for vocational rehabilitation, \$1,562,000; and for public-health work, \$3,000,000.

Further increases in Federal grants-in-aid may result from other provisions of the amendments. The Federal contribution for both old-age assistance and aid to the blind is limited to \$15 per month in the 1935 act; the amendments increase this amount to \$20 per month, encouraging the States to liberalize their grants to needy aged and blind persons. The change in cost to the Federal Government will depend upon the extent to which

Table 2.—Federal appropriations and expenditures under the Social Security Act for the fiscal years 1937-38 and 1938-39<sup>1</sup>

Item	Fiscal year 1937-38		Fiscal year 1938-39	
	Appropriations <sup>1</sup>	Expenditures to June 30, 1938 <sup>2</sup>	Appropriations <sup>1</sup>	Expenditures to June 30, 1939 <sup>3</sup>
Total.....	\$745,906,000.00	\$678,452,978.00	\$754,700,000.00	\$544,621,270.44
Administrative expenses.....	10,831,000.00	19,958,477.26	22,700,000.00	21,306,113.48
Social Security Board: Salaries, expenses, and wage records.....	10,500,000.00	19,613,584.38	22,300,000.00	20,901,117.46
Department of Labor, Children's Bureau: Salaries and expenses.....	306,000.00	336,379.18	320,000.00	323,928.10
Department of Commerce, Bureau of the Census: Salaries and expenses.....	25,000.00	8,513.70	80,000.00	81,067.92
Grants to States.....	235,075,000.00	271,494,500.74	342,000,000.00	320,315,156.96
Social Security Board.....	219,100,000.00	254,760,184.91	326,000,000.00	304,026,288.18
Old-age assistance.....	* 166,500,000.00	182,198,734.35	214,000,000.00	208,844,926.55
Aid to dependent children.....	* 24,900,000.00	25,498,282.01	45,000,000.00	31,013,158.72
Aid to the blind.....	* 5,200,000.00	5,161,249.06	8,000,000.00	5,303,912.75
Unemployment compensation administration.....	* 22,500,000.00	* 41,910,919.49	* 59,000,000.00	* 58,864,290.16
Department of Labor, Children's Bureau.....	7,975,000.00	7,833,235.95	8,000,000.00	8,283,137.48
Maternal and child-health services.....	3,700,000.00	3,775,545.57	3,700,000.00	3,717,365.51
Services for crippled children.....	2,800,000.00	2,691,940.82	2,800,000.00	3,047,381.92
Child-welfare services.....	1,475,000.00	1,365,749.56	1,500,000.00	1,518,390.05
Treasury Department, Public Health Service: Public-health work.....	8,000,000.00	8,892,079.88	8,000,000.00	8,005,731.30
Transfers to old-age reserve account <sup>4</sup> .....	500,000,000.00	387,000,000.00	* 390,000,000.00	503,000,000.00

<sup>1</sup> Excludes some funds appropriated and expended under the Social Security Act because they are not separated from other Federal funds for similar purposes. Such is the case with funds for vocational rehabilitation, for which \$95,000 was appropriated in 1937-38 and \$104,650 in 1938-39 for administration in the Office of Education, Department of the Interior, and \$1.8 million in each fiscal year for grants to States. For administration and research in the U. S. Public Health Service, appropriations were \$1.6 million in 1937-38 and in 1938-39, in addition to grants to States shown in this table.

<sup>2</sup> Excludes unexpended balance of appropriations for previous fiscal year. <sup>3</sup> Based on checks cashed and returned to the U. S. Treasury. Includes expenditures from reappropriated balance of appropriations for previous fiscal year.

<sup>4</sup> After transfer of funds to old-age assistance from appropriations for aid to dependent children and aid to the blind.

<sup>5</sup> Includes additional appropriation of \$3.5 million approved May 25, 1938.

<sup>6</sup> Includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program.

<sup>7</sup> Includes additional appropriations of \$9 million approved Mar. 15, 1939, and \$10 million approved May 2, 1939.

<sup>8</sup> See table 6 for detailed statement of this account to June 30, 1939.

<sup>9</sup> Includes additional appropriation of \$30 million made available by 1940 Treasury Department Appropriation Act, approved May 6, 1939.

Source: U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits (appropriations), Daily Statement of the U. S. Treasury (expenditures).



**Table 3.—Federal appropriations under designated titles of the Social Security Act for fiscal year 1939-40<sup>1</sup>**

(In thousands)

Title	Amount
II. Transfers to old-age reserve account.....	\$580,000
III. Unemployment compensation and employment service administration.....	61,500
I. Old-age assistance.....	225,000
IV. Aid to dependent children.....	45,000
X. Aid to the blind.....	8,000
V. pt. 1. Maternal and child-health services.....	4,800
2. Services for crippled children.....	3,350
3. Child-welfare services.....	1,505
4. Vocational rehabilitation.....	1,938
VI. Public-health work.....	9,500
Disease and sanitation investigation.....	1,600

<sup>1</sup> Includes additional appropriations made available by the Third Deficiency Appropriation Act, approved Aug. 9, 1939.

the States take advantage of the new provisions. The amendments, furthermore, change certain aspects of title IV—aid to dependent children—by increasing the Federal contribution from one-third to one-half of the amount paid in behalf of each dependent child. This modification should enable the States to give aid to larger numbers of families with dependent children and may induce additional States to seek Federal cooperation under this program of the act. The age limit for Federal grants is raised from 16 to 18 for children regularly attending school.

Expenditures for grants-in-aid to the States during 1938-39 for the various titles of the act have paralleled rather closely the amounts appropriated for these purposes, with the exception of two programs. Only 68.9 percent of the \$45.0 million appropriations for the program for aid to dependent children and 66.3 percent of the \$8.0 million appropriation for the program for aid to the blind were expended, on a checks-paid basis, in matching State funds. Grants, however, have been authorized under these programs which will absorb most of the remaining appropriation. The appropriations for 1939-40 for these two titles (IV and X) are the same, however, as for the previous year. The appropriation for grants to States for old-age assistance was increased to \$225.0 million. The appropriation for grants to States for administration of the unemployment compensation program was increased to \$61.5 million, including the \$12.5 million made available in the Third Deficiency Appropriation Act, fiscal year 1939, approved August 9, 1939. This act also provides for an additional appropriation to the Social Security Board of \$1,750,000 for

administrative costs resulting from the amendments.

### Receipts and Expenditures

Changes in the amount of grants as well as in other disbursements resulting from amendments to the act may tend further to increase the proportion of these expenditures to total Federal disbursements. In 1938-39, expenditures under the Social Security Act represented 9.2 percent of total Federal expenditures, as compared with 8.9 percent in the previous fiscal year and 5.3 percent in 1936-37. Similarly, tax collections under the act have increased in proportion to total Federal receipts. In 1938-39 receipts from Federal social security taxes represented 11.1 percent of total Federal collections, as compared with 9.7 percent in 1937-38 and 4.8 percent in 1936-37.

By far the larger proportion of social security tax receipts is represented by collections under title VIII which, up to June 30, 1939, amounted to \$1,238.3 million or 83.3 percent of total collections. (See table 5.) During the fiscal year just ended, receipts under both titles VIII and IX reached their highest level, reflecting primarily the rise in employment and pay rolls following the recession in the fall of 1937 and the first half of 1938. Title VIII receipts amounted to \$529.4 million in 1938-39, an increase of 3.7 percent over 1937-38 receipts. Title IX collections of \$100.8 million in the past fiscal year showed an increase of 11.8 percent over the preceding year, thus bringing cumulative title IX collections to \$248.7 million. Despite the shift from a monthly to a quarterly collection basis of title VIII taxes in January 1938, which limited collections in 1937-38 to about a 10-month pay-roll period, the rate of increase in 1938-39 of taxes under title VIII was not as great as under title IX because of the rise in the title IX tax rate on 1938 pay rolls to the maximum of 3 percent. It should be noted that because of the off-set credit provision the Federal Government collects only a fraction of the taxes paid under title IX.

Increases which have heretofore been anticipated in tax collections during the current fiscal year have been nullified by certain amendments to the Social Security Act. The old-age insurance tax has been frozen at the present combined rate of 2 percent for the 3-year period 1940-42, as com-

pared with the 3-percent combined rate specified in the 1935 act. Reductions in revenue as a result of this change have been estimated at \$275.0 million in 1940 and at \$825.0 million for the 3-year period. The amendment restricting Federal unemployment tax collections to the first \$3,000 of wages paid to an employee by each employer during any year will further reduce taxes collected under the act. In addition, provision is made for refunds and abatements to employers who were late in making 1936, 1937, and 1938 contributions to the States.

Moreover, several major changes in the definition of covered employment included in the 1939 amendments will affect pay-roll tax collections, particularly old-age insurance contributions. Maritime employment and employment by certain Federal instrumentalities, such as national and State banks which are members of the Federal Reserve System, are to be included under old-age insurance. Workers aged 65 and over for-

merly excluded are to be covered and their wage credits and contributions made retroactive to January 1939. The definitions of agricultural labor and domestic service have been clarified so as to exclude many of the borderline workers in these categories. Workers in several employments formerly not excluded under the act have been excluded, such as family employees; employees with nominal earnings in certain mutual, benefit, or fraternal organizations; employees of foreign governments and their instrumentalities; student nurses, internes, employees on small fishing vessels; and newsboys. In the case of several of these newly excluded groups, the intention is to exempt part-time employment and those individuals with only nominal earnings. The net effect of changes in coverage is expected to increase slightly the amount of taxable pay rolls as compared with the 1935 act. There is little likelihood that other types of tax legislation enacted at this session of Congress will materially

Table 4.—Receipts, expenditures, and issues under the Social Security Act, and total Federal receipts, expenditures, and debt for the fiscal years 1935-36, 1936-37, and 1937-38, and by months, July 1938-June 1939

[In millions]

Fiscal year and month	Receipts of Federal Government			Expenditures <sup>1</sup> of Federal Government			Excess receipts (+) or expenditures (-)	General fund balance	Amount of public debt				Changes in public debt				
	Total	Taxes under Social Security Act <sup>2</sup>	All other	Total	Under Social Security Act				Total	Social security issues for—	All other	Total	Social security issues for—		All other		
					Admin-istrative expense and grants to States	Trans-fers to old-age reserve account							Old-age re-serve ac-count	Un-em-ploy-ment trust fund		Old-age re-serve ac-count	Un-em-ploy-ment trust fund
Total, 1935-36.....	\$4, 116		\$4, 116	\$8, 666	\$28	\$8, 638	-\$4, 550	+\$840	\$33, 779		\$19	\$33, 760	+\$5, 078		+\$19	+\$5, 059	
Total, 1936-37.....	5, 294	\$252	5, 042	8, 442	183	\$265	7, 994	-3, 149	-128	36, 425	\$267	312	35, 846	+2, 646	+\$267	+293	+2, 086
Total, 1937-38.....	6, 242	604	5, 638	7, 626	291	387	6, 948	-1, 384	-338	37, 165	662	872	35, 631	+740	+395	+590	-215
Total, 1938-39.....	5, 668	631	5, 037	9, 210	342	503	8, 365	-3, 542	+622	40, 440	1, 177	1, 267	37, 996	+3, 275	+515	+395	+2, 365
1938																	
July.....	311	31	280	762	40	38	684	-451	-100	37, 191	700	872	35, 619	+26	+38	0	-12
August.....	487	106	381	683	32	38	613	-196	+144	37, 593	733	984	35, 906	+402	+33	+82	+287
September.....	711	3	708	751	10	33	708	-40	+719	38, 393	766	950	36, 677	+800	+33	-4	+771
October.....	332	34	298	769	49	32	688	-437	-409	38, 423	798	936	36, 689	+30	+32	-14	+12
November.....	382	103	279	677	28	32	617	-295	-122	38, 603	830	1, 032	36, 741	+180	+32	+96	+52
December.....	704	3	701	862	14	32	816	-158	+636	39, 427	862	1, 064	37, 501	+824	+32	+32	+760
1939																	
January.....	308	42	266	693	33	37	623	-385	-151	39, 631	894	1, 074	37, 663	+204	+32	+10	+162
February.....	417	154	263	662	26	50	586	-245	+410	39, 859	944	1, 185	37, 730	+227	+50	+111	+66
March.....	737	4	733	870	23	50	797	-133	+46	39, 985	994	1, 185	37, 806	+126	+50	0	+76
April.....	268	30	238	785	37	55	693	-517	-346	40, 063	1, 044	1, 172	37, 847	+78	+50	-13	+41
May.....	397	118	279	744	32	50	662	-348	-119	40, 282	1, 094	1, 280	37, 908	+219	+50	+108	+61
June.....	613	4	609	951	17	56	878	-339	-86	40, 440	1, 177	1, 267	37, 996	+158	+83	+13	+88

<sup>1</sup> Titles VIII and IX (except sec. 904) of the Social Security Act were repealed and reenacted as ch. 9, subchs. A and C, respectively, of the Internal Revenue Code approved Feb. 10, 1939.

<sup>2</sup> Federal tax receipts under titles VIII and IX of the act. These data from the Daily Statement of the U. S. Treasury differ from tax collections in table 5, which are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department.

<sup>3</sup> Excludes public-debt retirement. Based on checks cashed and returned to the U. S. Treasury.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

affect the amount of revenue derived from other sources.

### Social Security Issues and Total Public Debt

Federal disbursements for the fiscal year just ended reached the highest level since the World

War—\$9.2 billion—and exceeded receipts by \$3.5 billion. This excess was reflected in an increase of \$3.3 billion in the total public debt, bringing the gross debt to \$40.4 billion and the total interest-bearing debt to \$39.9 billion as of June 30, 1939. Because of the close relationship between the social

**Table 5.—Federal tax collections under titles VIII and IX of the Social Security Act,<sup>1</sup> by internal revenue collection districts, for the fiscal years 1937-38 and 1938-39, and cumulative to June 30, 1939**

(In thousands)

Internal revenue collection district in—	Collections in fiscal year 1937-38			Collections in fiscal year 1938-39			Cumulative collections to June 30, 1939		
	Total	Under title VIII <sup>2</sup>	Under title IX <sup>2</sup>	Total	Under title VIII <sup>2</sup>	Under title IX <sup>2</sup>	Total	Under title VIII <sup>2</sup>	Under title IX <sup>2</sup>
<b>Total.....</b>	<b>\$600,678.0</b>	<b>\$510,550.6</b>	<b>\$90,127.3</b>	<b>\$630,202.2</b>	<b>\$529,443.0</b>	<b>\$100,759.2</b>	<b>\$1,487,061.4</b>	<b>\$1,238,335.0</b>	<b>\$248,726.4</b>
Alabama.....	4,149.9	3,646.6	503.3	4,633.0	3,827.7	705.4	10,331.0	8,894.5	1,436.5
Arizona.....	988.4	898.6	89.9	1,028.3	902.9	125.4	2,429.5	2,168.2	261.3
Arkansas.....	1,660.2	1,373.3	286.9	1,700.8	1,497.8	203.0	4,255.5	3,379.9	875.7
California (2 districts).....	34,706.8	30,970.5	3,736.3	39,453.9	34,317.7	5,136.2	87,470.7	76,711.2	10,759.5
Colorado.....	3,505.1	3,137.5	367.6	3,721.8	3,222.7	499.2	8,510.8	7,469.1	1,041.7
Connecticut.....	11,456.5	10,019.2	1,437.3	12,153.2	10,321.6	1,831.6	28,407.1	24,444.0	3,963.1
Delaware.....	3,407.9	2,840.3	567.6	3,320.1	2,781.2	538.9	8,326.8	6,751.3	1,575.4
Florida.....	4,027.9	3,288.3	739.6	4,478.0	3,911.1	566.9	10,866.9	8,597.4	2,269.5
Georgia.....	5,937.9	4,674.3	1,263.6	6,285.9	5,285.1	1,000.8	15,653.1	11,934.6	3,718.6
Hawaii.....	1,203.1	973.6	229.5	1,329.6	1,154.5	175.1	3,235.0	2,509.3	725.7
Idaho.....	1,063.1	964.2	98.9	1,079.9	953.9	125.9	2,594.5	2,258.6	335.9
Illinois (2 districts).....	61,001.8	47,840.0	13,161.8	58,142.8	49,130.3	9,012.5	151,489.3	115,936.5	35,552.7
Indiana.....	10,020.9	8,927.1	1,093.8	11,051.7	9,527.7	1,523.9	25,224.4	22,087.4	3,137.0
Iowa.....	5,009.3	4,510.9	498.4	5,812.4	5,038.7	773.7	12,776.1	11,194.4	1,581.7
Kansas.....	3,192.1	2,430.0	762.1	3,130.6	2,566.8	563.8	5,063.2	5,929.7	2,133.5
Kentucky.....	4,573.3	3,884.3	689.1	5,024.0	4,056.6	967.4	11,419.6	9,390.1	2,029.5
Louisiana.....	4,152.1	3,687.6	464.5	4,816.4	4,128.6	687.7	10,590.3	9,182.7	1,377.6
Maine.....	2,342.0	2,099.2	242.8	2,568.5	2,251.0	317.5	5,800.4	5,115.9	684.5
Maryland (including District of Columbia).....	10,357.1	8,813.3	1,543.8	11,643.3	9,620.7	2,022.6	26,171.1	21,855.8	4,315.3
Massachusetts.....	26,044.4	22,882.8	3,161.6	28,368.9	24,174.1	4,194.8	65,332.5	56,412.5	8,920.0
Michigan.....	36,955.6	33,023.0	3,932.7	35,051.3	29,840.5	5,210.9	86,121.4	75,216.0	10,905.4
Minnesota.....	8,999.5	7,615.7	1,383.8	9,672.4	8,152.1	1,520.2	22,374.4	19,557.5	2,816.9
Mississippi.....	1,356.1	1,233.2	122.9	1,519.4	1,340.5	178.9	3,354.8	3,000.1	354.7
Missouri (2 districts).....	17,224.0	13,141.1	4,082.9	17,204.4	14,346.7	2,857.7	43,832.3	32,933.4	10,898.9
Montana.....	1,147.9	953.2	194.7	1,147.1	1,010.6	136.4	2,865.4	2,291.5	573.9
Nebraska.....	3,185.2	2,412.2	773.0	3,165.3	2,616.3	549.0	8,014.1	5,884.0	2,130.1
Nevada.....	697.6	586.0	111.5	444.9	350.8	94.0	1,552.2	1,223.4	328.8
New Hampshire.....	1,489.1	1,349.4	139.6	1,773.7	1,558.3	215.5	3,894.1	3,474.0	420.1
New Jersey (2 districts).....	20,841.7	18,508.2	2,333.6	22,784.9	19,593.8	3,191.2	51,209.0	44,577.0	6,632.0
New Mexico.....	591.5	547.4	44.1	649.7	577.9	71.8	1,456.5	1,321.9	134.6
New York (6 districts).....	136,414.3	109,763.0	26,651.3	147,056.6	117,107.3	29,949.3	339,941.7	270,086.4	69,855.3
North Carolina.....	6,509.4	5,856.8	742.6	7,513.7	6,484.3	1,029.4	16,762.7	14,622.2	2,140.4
North Dakota.....	508.9	445.6	63.3	572.6	511.5	61.1	1,357.8	1,123.6	234.3
Ohio (4 districts).....	39,975.0	35,265.0	4,710.0	40,008.2	34,120.7	5,887.4	96,598.7	83,747.8	12,850.9
Oklahoma.....	5,643.6	5,049.0	594.5	5,948.8	5,185.5	763.3	13,749.7	12,018.3	1,731.4
Oregon.....	3,697.6	3,304.2	393.3	4,099.1	3,557.0	542.1	9,199.8	8,055.2	1,144.6
Pennsylvania (3 districts).....	57,629.1	51,119.7	6,509.4	58,092.2	49,604.2	8,487.9	139,176.5	121,131.1	18,045.4
Rhode Island.....	3,871.4	3,838.2	33.2	4,184.6	3,613.0	571.6	9,778.9	8,925.8	853.2
South Carolina.....	2,760.9	2,574.4	186.5	2,954.6	2,558.4	396.1	6,762.1	6,066.1	696.0
South Dakota.....	550.9	542.3	8.6	622.2	562.7	59.5	1,391.4	1,297.8	93.6
Tennessee.....	5,219.6	4,552.8	666.8	5,782.3	4,935.9	846.4	13,105.3	11,250.1	1,845.2
Texas (2 districts).....	13,830.5	12,370.5	1,460.0	15,499.0	13,016.9	2,482.0	34,208.2	29,660.3	4,547.9
Utah.....	1,362.7	1,230.4	132.3	1,465.5	1,283.6	181.8	3,371.2	2,977.0	394.2
Vermont.....	955.3	849.7	105.7	1,033.0	891.5	141.5	2,373.5	2,078.7	294.7
Virginia.....	5,461.6	4,753.9	707.8	6,454.7	5,447.2	1,007.5	14,066.3	11,955.5	2,110.8
Washington (including Alaska).....	7,354.6	6,015.3	1,339.3	7,343.0	6,357.6	985.4	18,554.2	14,478.5	4,075.7
West Virginia.....	5,107.5	4,583.6	523.9	5,283.5	4,593.0	690.6	12,440.9	11,006.6	1,434.3
Wisconsin.....	11,874.3	10,730.6	1,143.7	12,666.8	10,995.0	1,671.8	29,318.0	25,992.9	3,325.2
Wyoming.....	563.9	474.9	89.1	563.6	499.3	64.3	1,423.0	1,150.1	272.9

<sup>1</sup> Titles VIII and IX (except sec. 904) of the Social Security Act were repealed and reenacted as ch. 9, subchs. A and C, respectively, of the Internal Revenue Code approved Feb. 10, 1939. Data are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department and therefore differ slightly from the tax receipts in table 4, which are based on the Daily Statement of the U. S. Treasury. The amounts listed in this table represent collections made in the internal revenue collection districts in the respective States and covered into the U. S. Treasury. The amount received by a particular district does not necessarily represent taxes paid with respect to employment within the State in which that district is located.

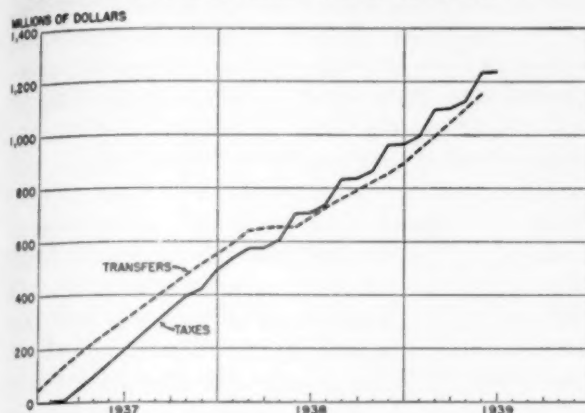
<sup>2</sup> Taxes effective Jan. 1, 1937, based on wages for employment as defined in ch. 9, subch. A, sec. 1425 of the Internal Revenue Code, payable by both employer and employee.

<sup>3</sup> Taxes effective Jan. 1, 1936, based on wages for employment as defined in ch. 9, subch. C, sec. 1607 of the Internal Revenue Code, payable by employers only. The amounts here recorded represent taxes paid after deduction of credits for amounts paid into State unemployment funds. During part of this period employers were not able to claim credit in States in which the unemployment compensation law had not yet been certified by the Social Security Board.

Source: U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.



Chart I.—Cumulative transfers to the old-age reserve account<sup>1</sup> and tax collections under title VIII of the Social Security Act,<sup>2</sup> January 1937–June 1939



<sup>1</sup> As of first of month.  
<sup>2</sup> As of end of month.

Source: Daily Statement of the U. S. Treasury (10th of the month).

security fund accumulations, particularly the old-age reserve account, and the public debt of the United States, current public-debt operations are significant in evaluating social security financing.

It is important to note that 27.5 percent (\$909.9 million) of the increase in the interest-bearing public debt during the fiscal year 1938–39 was accounted for by new investments of the old-age reserve account and the unemployment trust fund. With the exception of United States savings bonds, the increase in these funds represents the largest percentage change in any of the different types of obligations comprising the interest-bearing public debt. From June 30, 1938, to June 30, 1939, various major changes occurred in the structure of the debt, which may be summarized as follows: Treasury bonds increased \$3,372.3 million; United States savings bonds increased \$630.5 million; Treasury bills increased \$153.4 million; adjusted-service bonds decreased \$35.8 million; and Treasury notes declined \$1,904.2 million. Special issues to various Government agencies and trust funds, including the issues to the social security funds, rose \$1,094.2 million and accounted for 33.2 percent of the increase in the interest-bearing public debt. As of the end of June 1939 the social security funds alone held about 6 percent of the total.

Table 6.—Status of the old-age reserve account, by months, January 1937–June 1939

Month	Appropriation balance on first of month <sup>1</sup>	Transfers from appropriation to account	Interest received by account	3-percent special Treasury notes acquired	Deposits with disbursing officer for benefit payments	Benefit payments	Cash with disbursing officer at end of month
Cumulative through June 30, 1939...	\$66,121.86	\$1,155,000,000	\$44,625,098.67	\$1,177,200,000	\$22,358,976.81	\$19,322,615.45	\$3,036,361.36
1937							
January	265,000,000.00	45,000,000		45,000,000		.00	.00
February	220,000,000.00	45,100,000		45,000,000	100,000.00	.00	100,000.00
March	174,900,000.00	45,000,000		45,000,000		.00	100,000.00
April	129,900,000.00	45,000,000		45,000,000		229.79	99,770.21
May	84,900,000.00	45,000,000		45,000,000		7,065.20	92,705.01
June	39,900,000.00	39,900,000	\$ 2,261,810.97	42,100,000		19,674.36	73,030.65
July	500,000,000.00	42,000,000	(?)	41,000,000	\$ 1,061,810.97	46,357.05	1,088,484.87
August	458,000,000.00	41,000,000		41,000,000		108,080.84	980,403.73
September	417,000,000.00	41,000,000		41,000,000		99,472.23	880,931.50
October	376,000,000.00	41,000,000		41,000,000		169,348.62	711,582.88
November	335,000,000.00	41,000,000		41,000,000		263,972.69	447,610.19
December	294,000,000.00	43,000,000		41,000,000	2,000,000.00	302,274.87	2,145,335.32
1938							
January	251,000,000.00	41,000,000		41,000,000		581,004.99	1,564,330.33
February	210,000,000.00	41,000,000		41,000,000		602,215.64	962,114.69
March	169,000,000.00	43,000,000		41,000,000	2,000,000.00	736,132.95	2,225,981.74
April	126,000,000.00	10,800,000		10,800,000	\$ -23.35	841,022.47	1,384,935.92
May	115,200,023.35	2,200,000		0	\$ 2,199,921.36	823,297.05	2,761,560.23
June	113,000,101.99	0	15,412,232.89	15,400,000	\$ -56.56	830,883.47	1,690,620.20
July	473,012,391.44	38,000,000		38,000,000	\$ -134.05	779,513.08	1,150,973.07
August	455,012,525.49	38,000,000		33,000,000	\$ 4,999,733.27	826,495.23	5,324,211.11
September	397,012,792.22	32,000,000		33,000,000	\$ -546.86	853,254.97	4,470,409.28
October	364,013,339.08	32,000,000		32,000,000	\$ -81.65	1,073,917.60	3,396,410.03
November	332,013,420.73	32,000,000		32,000,000	\$ -215.23	1,023,045.32	2,373,149.48
December	300,013,635.96	32,000,000		32,000,000	\$ -218.86	1,077,369.16	1,295,561.47
1939							
January	268,013,854.82	37,000,000		32,000,000	\$ 4,999,752.96	1,121,312.29	5,174,002.14
February	231,014,101.86	50,000,000		50,000,000	\$ -80.51	1,155,339.71	4,018,581.92
March	181,014,182.37	50,000,000		50,000,000	\$ -89.58	1,443,529.16	2,574,963.18
April	131,014,271.95	55,000,000		50,000,000	\$ 4,999,796.00	1,382,953.22	6,191,805.96
May	76,014,475.95	50,000,000		50,000,000	\$ -265.69	1,677,192.66	4,514,347.61
June	56,014,741.64	50,000,000	26,651,054.81	82,900,000	\$ -325.41	1,477,660.84	3,036,361.36

<sup>1</sup> On books of the Bookkeeping and Warrants Division of the Treasury Department. For fiscal year 1936–37, \$265 million was appropriated to old-age reserve account; for 1937–38, \$500 million; and for 1938–39, \$360 million plus additional \$30 million authorized in Treasury Department Appropriation Act. See footnote 3 for additions to appropriation.

<sup>2</sup> \$61,810.97 of interest earned during first 6 months of 1937 was held as an

appropriation balance until July 1937, at which time it was transferred to disbursing officer.

<sup>3</sup> Collections of improper payments made to claimants have been deducted and transferred to appropriation.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

### Old-Age Reserve Account

The public debt held by the old-age reserve account, amounting to \$1,177.2 million as of June 30, 1939, is in the form of special issues of 3-percent old-age reserve account notes. Because of their 5-year maturity date, which is computed from the beginning of the fiscal year, notes acquired in the fiscal year ended June 30, 1937, mature June 30, 1941; those acquired during the fiscal year just ended, including the investment of the June transfer of \$56.0 million, mature June 30, 1943, with the exception of investment of the interest received by the account. These latter obligations bear the same maturity date as obligations issued in the next fiscal year; for example, the \$26.9 million of such investments acquired in June 1939 mature on June 30, 1944.

Investments held by the account represent the amount of funds transferred monthly to the account out of appropriations, plus interest on investments, minus the funds held in cash which are required currently to finance benefit payments. During the fiscal year 1938-39 interest received by the account amounted to \$27.0 million as compared with \$15.4 million in 1937-38 and \$2.3 million in 1936-37. Cumulative transfers to the account as of the end of June 1939 amounted to \$1,155.0 million, 43.5 percent of which was transferred during 1938-39. Transfers during the past fiscal year were authorized by various appropriation acts which made available \$360.0 million for 1938-39, the 1937-38 unexpended appropria-

tion balance of \$113.0 million, and \$30.0 million of the \$580.0 million appropriated for 1939-40. During 1937-38, \$500.0 million was appropriated to the account, \$387.0 million of which was transferred; in 1936-37, \$265.0 million was appropriated and transferred. The amount available for transfer during 1939-40 is \$550.0 million, the largest annual amount available thus far.

Appropriations and transfers to the account were not directly related to tax collections in the 1935 act, the appropriations being determined on a reserve basis as an amount sufficient to provide for payments required for old-age insurance. In practice, however, tax collections and transfers to the account have paralleled each other closely, if proper allowance is made for administrative expense and the time lag incident to tax receipts, as indicated in chart I. The 1939 amendments relate tax collections and appropriations directly by providing that an amount equivalent to 100 percent of old-age insurance contributions received (including interest, penalties, and additions to the tax) shall be permanently appropriated to the Federal old-age and survivors trust fund which is to be substituted for the old-age reserve account as of January 1, 1940. Both administrative expenses and benefit payments are to be paid from this fund. To finance administrative expenditures incurred in connection with insurance contributions and benefit payments, the Secretary of the Treasury, designated as the managing trustee, is directed to pay from the trust fund into the Treasury the amount estimated by him and the Chairman of the Social Security Board as sufficient to cover these expenditures during each 3-month period.

Benefit payments which, under the 1935 act, were to be made available from the old-age reserve account will now be paid from the old-age and survivors trust fund. The cumulative amount of these payments through June 30, 1939, amounted to \$19.3 million, of which 72.0 percent was paid during the fiscal year 1938-39. The amount of payments has increased almost every month since the inception of the program. The rate of increase, however, will rise more sharply in the current fiscal year because of various changes contained in the amendments, especially the change from January 1, 1942, to January 1, 1940, in the effective date of monthly benefit payments, the provision for payments to survivors

**Table 7.—Estimates of total old-age benefit payments under provisions of the 1935 act and under the amended act, on the basis of intermediate retirement rate estimates, by calendar years, 1940-54**

[In millions]

Calendar year	Benefits under 1935 act	Benefits under amended act
Total.....	\$8,499	\$15,509
1940.....	46	114
1941.....	42	298
1942.....	92	431
1943.....	150	583
1944.....	221	667
1945.....	290	776
1946.....	403	912
1947.....	501	1,048
1948.....	615	1,179
1949.....	725	1,304
1950.....	834	1,422
1951.....	971	1,550
1952.....	1,078	1,642
1953.....	1,193	1,733
1954.....	1,338	1,850

Source: Social Security Act Amendments of 1939, S. Rept. 734, p. 8.

and to dependents of annuitants, and the provision for more liberal benefits in the early years. A discussion of amendments with respect to benefit provisions will appear in a forthcoming issue. The financial effect of these changes is indicated in table 7, which compares total benefit payments under the present program and under the revised plan, the benefit provisions of which were enacted in the amendments. The estimates indicated are subject to a margin of error. Changes in the various factors taken into account,

such as average wages, death rates, birth rates, the rate of retirement, the proportion of the aged in the total population, and the shifts between insured and uninsured groups, may result in substantial revision of these figures in the future. The amounts shown, however, represent an intermediate estimate and are a reasonable assumption of the cost of the insurance plan for the next 15 years.

The increased cost for benefit payments as well as the decreased rates on old-age insurance con-

Table 8.—Status of the unemployment trust fund, by States, for the fiscal years 1937-38 and 1938-39 <sup>1</sup>

State	Balance as of June 30, 1937	Fiscal year 1937-38				Fiscal year 1938-39			
		Contributions deposited	Interest received	Withdrawals <sup>2</sup>	Balance as of June 30, 1938	Contributions deposited	Interest received <sup>3</sup>	Withdrawals	Balance as of June 30, 1939
Total	\$313,602,562	\$748,813,896	\$15,172,022	\$195,720,000	\$881,868,479	\$810,109,484	\$26,836,602	\$445,206,000	\$1,273,608,566
Alabama	4,911,753	6,627,910	184,428	4,250,000	7,474,091	7,894,263	188,744	6,250,000	9,307,100
Alaska		498,958	3,623		502,582	518,887	18,552	220,000	820,020
Arizona	930,785	1,815,356	39,170	1,200,000	1,655,311	2,125,000	45,995	1,670,000	2,086,306
Arkansas		3,575,206	40,550		3,615,757	3,245,903	124,199	1,200,000	5,785,859
California	27,909,344	63,495,000	1,470,081	12,200,000	80,674,426	75,632,629	2,587,128	34,810,000	124,084,183
Colorado	2,309,943	4,035,587	109,493		6,455,024	4,950,914	211,270	2,180,000	9,437,208
Connecticut	8,446,815	12,153,000	308,357	8,250,000	12,658,171	15,700,000	406,670	7,300,000	21,864,842
Delaware		2,801,683	21,717		2,823,400	2,183,631	94,592	475,000	4,626,624
District of Columbia	3,528,048	5,177,940	141,647	825,000	8,022,634	6,595,416	260,344	1,725,000	13,153,394
Florida		6,998,821	57,707		7,053,528	6,140,000	243,496	850,000	12,867,024
Georgia		10,767,193	91,905		10,859,098	8,350,000	357,556	2,000,000	17,566,654
Hawaii		2,148,538	16,078		2,164,616	1,882,008	77,899	120,000	4,004,523
Idaho	904,010	1,596,933	44,153		2,545,097	1,963,990	67,807	2,250,000	2,326,893
Illinois		84,314,014	464,423		84,778,436	66,130,000	2,976,785		153,885,221
Indiana	14,058,453	15,135,804	544,967	2,500,000	27,239,223	19,624,138	601,889	20,300,000	27,165,249
Iowa	2,756,610	7,000,000	163,113		9,919,723	8,100,000	264,180	6,500,000	11,763,803
Kansas		7,122,280	78,795		7,201,076	5,694,488	244,097	1,606,000	11,535,659
Kentucky	2,510,460	10,682,000	219,048		13,411,508	10,978,000	451,408	3,300,000	21,640,916
Louisiana	3,824,169	7,475,000	175,949	1,750,000	9,726,119	9,580,000	293,013	6,925,000	13,644,131
Maine	1,860,890	3,050,000	72,428	2,700,000	2,283,318	3,905,000	56,672	3,890,000	2,354,690
Maryland	3,016,920	9,800,000	181,968	6,300,000	6,698,883	11,550,000	225,838	7,700,000	10,774,721
Massachusetts	18,869,145	39,300,000	888,931	15,000,000	44,058,076	37,700,000	1,284,748	22,600,000	60,442,824
Michigan	13,131,615	47,986,260	915,648		62,033,523	38,059,714	1,082,036	57,400,000	43,775,273
Minnesota	4,729,730	11,700,000	231,689	5,500,000	11,161,419	14,100,000	362,473	8,300,000	17,328,892
Mississippi	1,146,582	2,107,597	53,114	650,000	2,657,293	2,293,000	74,610	1,768,000	3,256,903
Missouri		24,094,668	148,029		24,242,698	19,150,000	839,094	2,725,000	41,506,791
Montana		3,050,697	33,037		3,083,734	2,850,000	115,440		6,049,175
Nebraska		4,801,136	37,824		4,838,959	3,988,000	167,834	895,000	8,099,793
Nevada		1,028,946	12,085		1,041,031	934,374	35,083	450,000	1,560,488
New Hampshire	2,300,139	3,054,871	86,463	2,070,000	3,371,473	3,043,680	94,730	1,970,000	4,539,884
New Jersey	16,635,415	27,176,000	722,522		44,533,937	43,988,000	1,873,631	9,500,000	80,565,568
New Mexico	654,159	575,000	28,702		1,657,861	1,500,000	57,252	700,000	2,515,113
New York	56,663,175	90,800,000	2,184,506	50,000,000	99,647,681	121,970,000	3,241,610	84,000,000	140,859,300
North Carolina	5,552,856	8,255,000	206,068	5,575,000	8,438,923	11,500,000	252,148	6,550,000	13,641,072
North Dakota		1,263,116	13,136		1,276,252	1,045,142	42,761	390,000	1,974,155
Ohio	17,119,822	52,102,364	1,173,459		70,396,645	53,425,102	2,341,334	12,850,000	113,312,081
Oklahoma	3,527,980	6,080,000	156,612		9,764,592	5,700,000	296,989	2,913,000	12,848,582
Oregon	3,351,297	5,184,881	119,390	4,000,000	4,655,568	6,437,672	134,771	4,750,000	6,478,010
Pennsylvania	38,004,191	65,522,000	1,627,736	38,500,000	66,553,927	75,498,000	1,715,400	68,000,000	75,767,326
Rhode Island	4,505,597	7,207,179	155,047	6,800,000	5,067,824	7,693,150	157,269	5,380,000	7,538,242
South Carolina	2,517,696	3,525,000	103,101		6,145,797	4,500,000	186,506	1,850,000	8,982,305
South Dakota	473,368	870,000	23,673		1,367,041	1,140,000	47,443	319,000	2,235,484
Tennessee	3,818,051	6,620,000	158,401	3,500,000	7,096,452	8,480,000	209,647	5,150,000	10,636,099
Texas	10,658,749	18,810,000	462,744	4,200,000	25,731,494	22,544,000	786,833	11,500,000	37,562,326
Utah	1,122,597	2,190,000	48,291	1,725,000	1,635,888	2,625,000	53,810	1,750,000	2,564,699
Vermont	660,645	1,473,729	29,271	575,000	1,388,645	1,477,346	44,822	625,000	2,285,813
Virginia	4,321,153	7,275,000	183,337	2,950,000	9,029,490	9,900,000	274,071	5,600,000	13,603,562
Washington		12,975,603	134,744		13,110,347	9,225,000	426,618	3,715,000	19,046,965
West Virginia	3,612,222	10,078,000	176,815	8,600,000	5,267,038	9,482,000	154,811	6,010,000	8,893,848
Wisconsin	23,258,176	15,406,156	709,282	6,100,000	33,273,614	15,751,039	930,632	6,550,000	43,405,286
Wyoming		1,632,468	17,770		1,650,237	1,425,000	54,047	825,000	2,304,284

<sup>1</sup> Federal contributions from employers have been collectible in all States since Jan. 1, 1936. Employee contributions on wages earned are also required by Alabama, California, Kentucky, Louisiana, Massachusetts, New Jersey, and Rhode Island; employee contributions in Massachusetts were suspended for July 1, 1938-June 30, 1939.

<sup>2</sup> Represents withdrawals since Jan. 1, 1938, except for Wisconsin, which had withdrawn \$2,250,000 previous to that date.

<sup>3</sup> Interest is received at end of each quarter of fiscal year.

Source: Compiled from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.



**Table 9.—Federal grants to States under the Social Security Act: Checks issued by the Treasury Department in the fiscal years 1937-38 and 1938-39<sup>1</sup>**

(In thousands)

State	Fiscal year 1937-38, total grants	Fiscal year 1938-39								
		Total grants	Social Security Board				Department of Labor			Treasury Department
			Old-age assistance	Aid to dependent children	Aid to the blind	Unemployment compensation administration <sup>1</sup>	Maternal and child-health services <sup>2</sup>	Services for crippled children <sup>3</sup>	Child-welfare services <sup>4</sup>	
Total, all participating States.....	\$274,956.9	\$321,985.3	\$210,159.9	\$31,466.6	\$5,271.6	\$58,812.4	\$3,739.1	\$3,029.4	\$1,521.2	\$7,985.1
Alabama.....	2,599.9	2,308.1	801.5	345.9	23.6	676.2	106.7	77.0	43.2	254.0
Alaska.....	252.8	304.5	176.5	( <sup>4</sup> )	( <sup>4</sup> )	39.6	39.3	6.4	6.8	35.8
Arizona.....	1,417.3	2,017.7	1,182.5	334.8	47.2	281.8	58.2	37.2	21.1	54.9
Arkansas.....	1,804.9	1,618.9	717.7	150.0	25.5	348.2	74.2	98.0	33.5	171.9
California.....	25,545.7	27,847.0	20,894.1	1,526.0	1,056.8	3,838.0	97.4	101.2	28.3	305.2
Colorado.....	6,494.2	7,214.4	5,927.6	563.0	108.5	396.2	58.4	59.4	19.8	84.4
Connecticut.....	3,845.4	3,824.9	2,275.2	( <sup>4</sup> )	17.2	1,353.8	52.1	18.0	14.9	90.9
Delaware.....	496.3	525.4	166.1	63.8	( <sup>4</sup> )	215.0	30.8	5.0	14.8	30.0
District of Columbia.....	1,188.6	1,267.9	445.6	153.3	33.0	462.9	54.0	44.4	15.8	58.7
Florida.....	2,918.4	3,929.9	2,802.2	169.4	171.2	492.7	76.3	58.2	22.7	137.2
Georgia.....	2,340.6	3,314.0	1,598.5	386.6	75.1	711.5	126.4	93.7	55.7	266.4
Hawaii.....	498.8	532.9	133.8	134.1	1.1	136.1	34.8	23.3	11.5	58.1
Idaho.....	1,687.3	2,015.1	1,253.2	325.1	42.4	247.1	44.7	23.5	13.6	67.4
Illinois.....	14,977.1	15,678.9	13,594.7	( <sup>4</sup> )	( <sup>4</sup> )	1,352.4	133.6	192.8	42.9	362.4
Indiana.....	8,072.2	10,072.8	5,859.7	1,747.0	296.8	1,795.4	78.2	70.3	37.3	188.1
Iowa.....	5,097.0	7,599.8	6,750.5	( <sup>4</sup> )	166.9	656.0	81.8	57.6	49.1	167.8
Kansas.....	2,192.8	4,323.9	2,887.7	609.2	123.1	433.0	79.4	66.2	27.1	108.2
Kentucky.....	2,844.2	3,269.1	2,179.7	( <sup>4</sup> )	( <sup>4</sup> )	639.0	103.1	85.0	47.0	215.3
Louisiana.....	3,286.2	4,321.6	2,032.8	1,105.1	67.5	794.1	98.5	35.0	35.5	153.0
Maine.....	1,452.7	2,713.7	1,660.8	212.2	192.7	475.0	51.1	36.9	20.9	64.1
Maryland.....	3,943.2	4,280.9	1,906.2	1,072.2	82.3	945.6	62.2	62.1	26.8	123.5
Massachusetts.....	15,083.4	19,177.3	13,763.0	1,473.8	165.0	3,374.0	78.9	83.0	7.7	231.8
Michigan.....	10,128.7	13,690.3	8,189.7	1,550.0	75.4	3,413.0	84.6	100.0	30.6	247.0
Minnesota.....	10,578.8	11,253.7	8,437.2	875.5	119.8	1,467.4	68.8	73.6	33.2	178.1
Mississippi.....	1,060.1	1,575.9	864.8	1	16.3	353.2	93.7	34.6	31.9	181.6
Missouri.....	7,090.6	10,860.5	8,302.5	802.5	( <sup>4</sup> )	1,318.2	116.6	62.4	38.7	216.6
Montana.....	1,840.6	2,208.3	1,644.8	270.9	6.6	123.4	43.3	45.3	20.8	53.1
Nebraska.....	2,877.2	4,091.6	2,962.3	563.2	80.7	334.6	25.5	51.2	28.6	45.5
Nevada.....	438.2	566.1	335.6	( <sup>4</sup> )	( <sup>4</sup> )	154.8	34.9	1.0	11.1	28.7
New Hampshire.....	1,100.8	1,104.9	569.5	52.4	37.8	342.6	36.9	11.2	7.4	47.0
New Jersey.....	4,685.2	6,862.1	3,149.8	1,228.1	84.3	2,019.8	75.5	79.7	28.4	199.5
New Mexico.....	729.1	839.2	297.6	149.3	19.0	194.1	72.4	24.2	11.1	71.4
New York.....	26,117.0	30,902.8	16,083.8	4,354.6	346.1	9,244.4	181.0	117.7	57.1	518.0
North Carolina.....	3,295.4	4,553.0	2,040.6	598.6	188.9	1,149.6	111.7	96.5	61.2	306.0
North Dakota.....	1,088.4	1,456.1	951.1	226.6	9.1	153.7	48.1	28.5	20.0	19.1
Ohio.....	18,575.8	19,589.5	14,806.3	1,374.9	438.4	2,353.1	100.9	121.5	60.4	334.1
Oklahoma.....	5,788.9	9,465.1	7,320.9	918.6	218.9	614.6	91.0	77.5	59.9	163.7
Oregon.....	3,301.8	3,656.3	2,514.6	227.0	68.8	654.5	56.4	24.4	22.5	88.2
Pennsylvania.....	24,139.6	22,221.6	11,257.1	3,478.8	15.0	6,673.4	133.0	163.3	70.5	460.4
Rhode Island.....	1,633.6	1,808.7	795.3	173.0	( <sup>4</sup> )	716.7	30.3	22.2	12.4	58.9
South Carolina.....	1,729.8	2,340.9	1,122.7	285.7	48.8	492.9	97.6	64.4	32.8	196.0
South Dakota.....	1,541.4	2,531.8	2,216.5	( <sup>4</sup> )	25.8	130.8	44.6	23.5	21.7	68.7
Tennessee.....	3,080.9	4,083.8	1,861.1	803.9	133.1	875.9	79.8	46.0	47.2	236.8
Texas.....	12,841.6	11,843.9	9,150.6	( <sup>4</sup> )	( <sup>4</sup> )	1,979.6	170.0	122.2	69.3	332.1
Utah.....	2,570.6	2,756.4	1,895.2	368.0	32.3	301.8	54.5	30.0	14.6	60.0
Vermont.....	874.2	877.9	489.3	46.2	15.5	210.5	39.0	18.4	15.5	43.4
Virginia.....	1,179.6	1,954.7	554.8	94.1	53.6	846.0	94.6	72.0	40.2	199.4
Washington.....	6,573.2	7,352.7	5,523.5	737.3	191.9	688.0	50.6	54.5	20.1	65.8
West Virginia.....	3,594.3	3,551.8	1,537.8	584.8	80.0	1,091.0	37.0	53.7	28.1	136.3
Wisconsin.....	7,296.2	8,797.1	5,851.0	1,248.8	274.8	1,089.4	64.8	77.3	34.5	156.4
Wyoming.....	663.2	729.7	424.4	82.1	24.7	164.5	11.8	8.2	( <sup>4</sup> )	13.9

<sup>1</sup> Excludes Federal funds for vocational rehabilitation under title V, pt. 4 which are not segregated from other Federal funds provided for similar purposes. For any given period, amounts in this table may differ from those in tables 10 and 11, since amounts certified by the Board are attributed to quarter for which they were provided. The Board may certify amounts to be granted for current period of operation, for future periods, or for prior periods in which programs approved by the Board were in effect. Payments, therefore, are not necessarily made within period for which funds are certified.

<sup>2</sup> Includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program; as of June 30, 1939, such grants had been made to all 51 jurisdictions.

<sup>3</sup> Administered by the U. S. Children's Bureau.

<sup>4</sup> Administered by the U. S. Public Health Service.

<sup>5</sup> No plan approved by the Social Security Board.

<sup>6</sup> Refund of unexpended grant for fiscal year 1937-38. No plan approved by the Social Security Board for fiscal year 1938-39.

<sup>7</sup> No plan approved by the Chief of the U. S. Children's Bureau.

Source: Compiled from data furnished by the U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

tributions in the years 1940-42 will result in a lower reserve accumulation than was anticipated under the 1935 act. The size of the fund is estimated to increase from about \$1,443.0 million at the end of 1939 to \$6,871.0 million in 1955. The amount in the trust fund will represent the securities and cash balance held by the old-age reserve account to be transferred to the newly created trust fund on January 1, 1940, and the residual

of tax collections plus interest and minus benefit payments.

Additions to the fund after 1940 will be invested on a somewhat different basis than formerly. Both direct Government obligations and obligations guaranteed as to interest and principal by the United States are eligible investments, as under the 1935 act, and may be acquired on original issue at par or by purchase of outstand-

Table 10.—Federal grants to States for public assistance: Advances authorized and certified<sup>1</sup> by the Social Security Board to the Secretary of the Treasury for the fiscal year 1938-39 and the first quarter of the fiscal year 1939-40, as of July 31, 1939<sup>2</sup>

[In thousands]

State	Advances certified for fiscal year 1938-39				Advances authorized for first quarter of fiscal year 1939-40				Advances certified for first quarter of fiscal year 1939-40			
	Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Old-age assistance	Aid to dependent children	Aid to the blind	Total	Old-age assistance	Aid to dependent children	Aid to the blind
Total.....	\$243,783.2	\$208,050.6	\$30,496.9	\$5,235.7	\$56,663.8	\$48,480.5	\$6,969.9	\$1,213.4	\$39,798.2	\$34,267.2	\$4,655.7	\$875.3
Alabama.....	1,314.4	925.8	364.1	24.5	235.0	178.9	52.9	3.2	108.9	90.2	18.1	.6
Alaska.....	163.2	163.2	( <sup>3</sup> )	( <sup>3</sup> )	48.7	48.7	( <sup>3</sup> )	( <sup>3</sup> )	31.0	31.0	( <sup>3</sup> )	( <sup>3</sup> )
Arizona.....	1,425.6	1,083.9	299.2	42.5	416.5	304.2	99.0	13.3	277.8	201.4	67.4	9.0
Arkansas.....	838.6	675.7	139.7	23.2	241.5	189.0	43.6	8.9	148.0	115.5	26.9	5.6
California.....	25,256.4	22,482.1	1,633.7	1,140.6	4,322.6	3,865.3	252.1	205.2	4,322.6	3,865.3	252.1	205.2
Colorado.....	6,608.0	5,936.5	563.0	108.5	1,788.3	1,595.3	165.8	27.2	1,184.8	1,051.4	115.2	18.2
Connecticut.....	2,520.2	2,503.0	( <sup>3</sup> )	17.2	665.1	658.5	( <sup>3</sup> )	6.6	444.6	440.3	( <sup>3</sup> )	4.3
Delaware.....	233.7	168.9	64.8	( <sup>3</sup> )	59.1	44.4	14.7	( <sup>3</sup> )	37.8	28.7	9.1	( <sup>3</sup> )
District of Columbia.....	691.5	486.7	169.9	34.9	183.6	131.9	42.8	8.9	183.6	131.9	42.8	8.9
Florida.....	3,314.3	2,973.7	169.4	171.2	796.6	678.0	73.3	45.3	495.5	420.5	46.6	28.4
Georgia.....	2,167.7	1,675.2	412.2	80.3	353.5	264.6	75.3	13.6	218.4	165.9	44.4	8.1
Hawaii.....	269.0	133.8	134.1	1.1	74.4	34.0	39.0	1.4	49.1	22.1	26.1	.9
Idaho.....	1,520.3	1,178.7	302.6	39.0	348.7	263.5	75.0	10.2	224.6	169.0	48.8	6.8
Illinois.....	14,768.6	14,768.6	( <sup>3</sup> )	( <sup>3</sup> )	4,156.2	4,156.2	( <sup>3</sup> )	( <sup>3</sup> )	2,770.4	2,770.4	( <sup>3</sup> )	( <sup>3</sup> )
Indiana.....	7,813.9	5,776.9	1,750.1	286.9	2,265.9	1,738.3	450.1	77.5	1,451.9	1,120.3	280.6	51.0
Iowa.....	6,415.8	6,248.9	( <sup>3</sup> )	166.9	1,617.6	1,617.6	( <sup>3</sup> )	0	1,071.6	1,071.6	( <sup>3</sup> )	0
Kansas.....	3,345.8	2,677.3	552.7	115.8	900.2	693.2	176.5	30.5	588.7	453.3	116.5	18.9
Kentucky.....	2,351.5	2,351.5	( <sup>3</sup> )	( <sup>3</sup> )	199.0	199.0	( <sup>3</sup> )	( <sup>3</sup> )	199.0	199.0	( <sup>3</sup> )	( <sup>3</sup> )
Louisiana.....	2,926.6	1,886.6	979.6	60.4	814.4	474.7	320.4	19.3	546.9	310.5	223.2	13.2
Maine.....	1,908.1	1,534.0	196.0	178.1	491.8	397.5	49.8	44.5	324.8	262.3	33.0	29.5
Maryland.....	3,058.7	1,908.9	1,070.3	79.5	799.3	483.7	293.4	22.2	526.6	319.0	192.9	14.7
Massachusetts.....	14,301.7	12,708.5	1,440.5	152.7	3,750.1	3,396.5	313.5	40.1	2,432.3	2,232.7	173.4	26.2
Michigan.....	9,818.9	8,193.5	1,550.0	75.4	2,626.2	2,149.8	448.8	27.6	1,746.7	1,444.4	282.2	20.1
Minnesota.....	9,222.4	8,297.7	813.1	111.6	2,534.7	2,250.1	253.3	31.3	1,700.7	1,509.8	170.3	20.6
Mississippi.....	808.5	793.5	( <sup>3</sup> )	15.0	233.6	227.8	( <sup>3</sup> )	5.8	153.1	149.6	( <sup>3</sup> )	3.5
Missouri.....	8,644.7	7,887.3	757.4	( <sup>3</sup> )	2,454.9	2,259.0	195.9	( <sup>3</sup> )	1,592.5	1,472.0	120.5	( <sup>3</sup> )
Montana.....	1,781.0	1,528.2	247.9	4.9	426.7	354.2	67.5	5.0	284.3	236.1	44.8	3.4
Nebraska.....	3,356.5	2,752.7	528.9	74.9	783.0	643.2	120.2	19.6	517.4	427.4	77.3	12.7
Nevada.....	348.6	348.6	( <sup>3</sup> )	( <sup>3</sup> )	89.2	89.2	( <sup>3</sup> )	( <sup>3</sup> )	55.4	55.4	( <sup>3</sup> )	( <sup>3</sup> )
New Hampshire.....	665.1	574.9	52.4	37.8	192.8	162.2	19.7	10.9	128.7	108.9	12.8	7.0
New Jersey.....	4,525.4	3,213.0	1,228.1	84.3	1,295.1	927.9	344.5	22.7	858.1	616.1	227.0	15.0
New Mexico.....	430.5	276.0	136.8	17.7	114.2	69.9	39.7	4.6	74.9	45.8	26.1	3.0
New York.....	10,254.0	14,886.7	4,047.0	320.3	5,087.3	3,887.9	1,107.7	91.7	3,338.2	2,571.8	707.6	58.8
North Carolina.....	2,578.7	1,854.1	549.8	174.8	772.7	578.4	146.4	47.9	511.0	382.4	97.6	31.0
North Dakota.....	1,107.0	896.5	201.9	8.6	184.3	134.8	46.6	2.9	183.1	134.8	46.6	1.7
Ohio.....	17,325.4	15,392.0	1,462.2	471.2	4,518.0	4,046.0	360.6	111.4	2,933.0	2,631.9	229.2	72.9
Oklahoma.....	6,255.4	5,426.7	657.3	171.4	2,192.7	1,922.5	216.7	53.5	1,456.7	1,280.8	140.4	35.5
Oregon.....	2,839.8	2,535.5	230.6	70.7	687.4	614.4	56.4	16.6	415.3	377.9	27.9	9.5
Pennsylvania.....	14,859.9	11,380.1	3,478.8	( <sup>3</sup> )	0	0	0	( <sup>3</sup> )	0	0	0	( <sup>3</sup> )
Rhode Island.....	899.4	738.5	160.9	( <sup>3</sup> )	238.8	196.0	42.8	( <sup>3</sup> )	157.6	130.1	27.5	( <sup>3</sup> )
South Carolina.....	1,457.2	1,122.7	285.7	48.8	384.8	307.5	62.8	14.5	257.5	205.7	42.1	9.7
South Dakota.....	2,112.3	2,088.7	( <sup>3</sup> )	23.6	406.5	399.9	( <sup>3</sup> )	6.6	270.1	265.8	( <sup>3</sup> )	4.3
Tennessee.....	2,862.4	1,927.2	796.8	138.4	751.9	524.2	199.5	28.2	498.6	347.8	152.2	19.6
Texas.....	9,916.8	9,916.8	( <sup>3</sup> )	( <sup>3</sup> )	1,771.7	1,771.7	( <sup>3</sup> )	( <sup>3</sup> )	1,771.7	1,771.7	( <sup>3</sup> )	( <sup>3</sup> )
Utah.....	2,122.4	1,762.8	328.6	31.0	555.0	440.5	107.7	6.8	364.1	286.4	73.6	4.1
Vermont.....	568.6	506.9	46.2	15.5	123.4	123.4	0	0	78.9	78.9	0	0
Virginia.....	702.5	554.8	94.1	38.6	255.2	194.3	48.3	12.6	144.8	108.3	30.2	6.3
Washington.....	6,091.4	5,125.6	694.8	181.0	1,531.2	1,324.8	161.2	45.2	994.3	864.4	101.9	28.0
West Virginia.....	2,251.2	1,580.5	591.6	79.1	507.6	346.7	139.3	21.6	308.4	210.8	83.5	14.1
Wisconsin.....	7,339.6	5,826.1	1,236.0	277.5	1,265.0	1,001.3	221.4	42.3	1,265.0	1,001.3	221.4	42.3
Wyoming.....	518.0	414.6	78.1	25.3	151.8	119.9	25.7	6.2	99.2	78.6	16.9	3.7

<sup>1</sup> This table is not comparable to tables showing amount of obligations incurred for payments to recipients, which include payments from Federal, State, and local funds but exclude administrative expense.

<sup>2</sup> For data for fiscal year 1937-38, see *Social Security Bulletin*, Vol. 1, No. 12 (December 1938), p. 75.

<sup>3</sup> No plan approved by the Social Security Board for period covered in this column.

Source: Social Security Board, Bureau of Accounts and Audits.

ing obligations at the market price. In contrast with the 1935 act, the amendments make no provision for a minimum interest yield on investments acquired on the market, since the departure from the principles of a self-financed system elimi-

nates the necessity for such a minimum. This change in investment provisions will permit purchases of obligations on the open market, and, as a result, regular rather than special Government issues may be acquired by the fund. Special

**Table 11.—Federal grants to States for administration of unemployment compensation laws and State employment services:** <sup>1</sup> Advances certified <sup>2</sup> by the Social Security Board to the Secretary of the Treasury for the fiscal year 1938-39 and the first quarter of the fiscal year 1939-40, as of July 31, 1939 <sup>3</sup>

[In thousands]

State	Administration of unemployment compensation and employment services		Unemployment compensation administration		Employment service administration	
	Fiscal year 1938-39	First quarter, fiscal year 1939-40	Fiscal year 1938-39	First quarter, fiscal year 1939-40	Fiscal year 1938-39	First quarter, fiscal year 1939-40
Total.....	\$38,758.3	\$11,952.1	\$38,530.5	\$9,252.7	\$20,218.8	\$2,600.4
Alabama.....	667.0	152.4	421.7	96.5	245.3	55.9
Alaska.....	39.6	13.0	30.2	9.7	9.4	3.3
Arizona.....	281.8	0	182.4	0	90.4	0
Arkansas.....	348.2	\$101.5	232.3	\$71.0	115.9	\$30.5
California.....	3,825.8	855.5	3,338.2	855.5	487.6	0
Colorado.....	369.2	\$91.9	247.2	\$77.2	146.0	\$14.8
Connecticut.....	1,351.5	\$337.2	1,042.0	\$252.6	309.5	\$184.6
Delaware.....	215.0	45.3	153.9	38.2	61.1	3.1
District of Columbia.....	463.0	\$129.8	290.3	\$77.3	172.7	\$49.5
Florida.....	492.7	\$152.6	331.8	\$94.8	160.9	\$57.8
Georgia.....	711.5	0	364.4	0	347.1	0
Hawaii.....	136.1	37.4	126.7	34.8	9.4	2.6
Idaho.....	247.1	\$69.3	173.9	\$45.3	73.2	\$24.0
Illinois.....	1,352.5	910.2	950.1	510.0	402.4	\$40.2
Indiana.....	1,795.4	\$496.6	1,268.5	\$360.2	529.9	\$136.3
Iowa.....	656.1	\$177.6	424.7	\$107.5	231.4	\$70.1
Kansas.....	433.0	\$117.7	319.4	\$84.6	113.6	\$33.2
Kentucky.....	639.0	153.5	492.5	153.5	146.5	0
Louisiana.....	794.1	\$126.6	520.4	\$94.6	273.7	\$82.0
Maine.....	475.0	\$122.8	353.0	\$90.1	122.0	\$32.7
Maryland.....	945.6	\$231.9	682.8	\$158.8	262.8	\$73.1
Massachusetts.....	3,374.0	724.5	2,482.4	632.5	891.6	\$2.0
Michigan.....	3,413.1	911.7	2,055.7	492.9	1,357.4	\$18.8
Minnesota.....	1,460.0	213.7	1,006.3	188.7	453.7	\$3.0
Mississippi.....	353.2	92.5	238.5	60.6	114.7	\$1.9
Missouri.....	1,311.2	373.9	768.1	227.5	543.1	\$44.4
Montana.....	123.4	89.8	118.9	51.1	4.5	\$8.7
Nebraska.....	334.6	\$97.7	194.0	\$52.7	140.6	\$43.0
Nevada.....	154.8	38.6	94.9	23.1	59.9	\$3.5
New Hampshire.....	342.5	\$78.1	236.9	\$52.1	105.6	\$26.0
New Jersey.....	2,019.9	477.4	1,448.3	477.4	571.6	0
New Mexico.....	194.1	37.7	113.4	30.7	80.7	7.0
New York.....	9,244.4	1,182.2	4,959.2	1,182.2	4,285.2	0
North Carolina.....	1,149.5	\$263.3	859.4	\$154.7	290.1	\$108.6
North Dakota.....	153.7	\$47.8	77.0	\$21.2	76.7	\$26.6
Ohio.....	2,353.1	65.0	1,895.4	0	457.7	\$5.0
Oklahoma.....	614.6	\$170.0	362.6	\$101.4	252.0	\$68.6
Oregon.....	654.5	133.7	489.4	119.5	165.1	\$4.2
Pennsylvania.....	6,673.5	918.2	3,653.7	918.2	3,019.8	0
Rhode Island.....	716.6	150.8	623.9	143.8	92.7	7.0
South Carolina.....	476.9	105.1	340.4	86.3	136.5	\$18.8
South Dakota.....	130.8	0	95.9	0	34.9	0
Tennessee.....	875.9	141.7	503.8	110.0	372.1	\$1.7
Texas.....	1,979.6	\$348.6	973.1	\$252.6	1,006.5	\$96.0
Utah.....	301.7	\$63.0	218.2	\$55.5	83.5	\$7.5
Vermont.....	210.5	\$50.1	146.5	\$33.3	64.0	\$18.8
Virginia.....	846.1	\$225.4	614.1	\$159.2	232.0	\$66.2
Washington.....	687.9	225.3	417.0	142.8	270.9	\$2.5
West Virginia.....	1,091.0	\$84.8	808.8	\$62.0	282.2	\$22.8
Wisconsin.....	1,089.5	276.9	684.3	176.7	405.2	\$10.2
Wyoming.....	164.5	46.9	113.0	31.9	51.5	\$5.0

<sup>1</sup> Excludes grants by U. S. Employment Service under Wagner-Peyser Act and State and local appropriations to employment service.

<sup>2</sup> Advances are certified by the Social Security Board to the Secretary of the Treasury for a specified quarter of operation which is not necessarily the period in which certification is made. All grants authorized as of July 31 have been certified.

<sup>3</sup> For data for fiscal year 1937-38, see *Social Security Bulletin*, Vol. 2, No. 1 (January 1939), p. 71.

<sup>4</sup> Some grants cover both first and second quarters.

<sup>5</sup> Certified by the Social Security Board to the Secretary of the Treasury for payment into railroad unemployment insurance account in accordance

with sec. 13 (d) and (f) of the Railroad Unemployment Insurance Act. The Connecticut State law does not provide for authorization by the State to the Secretary of the Treasury to transfer funds from the State account in the unemployment trust fund to the railroad unemployment insurance account in the unemployment trust fund. In accordance with sec. 13 (e) of the Railroad Unemployment Insurance Act, therefore, Connecticut withdraws from the unemployment trust fund amounts necessary for administrative expenses under the unemployment compensation law.

Source: Social Security Board, Bureau of Accounts and Audits.



obligations, in accordance with the amendments, may be issued to the fund only if the managing trustee determines that the purchase of other eligible obligations is not in the public interest. Such special issues as are acquired by the fund are required to bear a rate of interest identical with the rate on unemployment trust fund investments, that is, a rate equal to the computed average rate of interest on the public debt outstanding, except that when such average rate is not a multiple of one-eighth of 1 percent the rate on special obligations shall be a multiple of one-eighth of 1 percent next lower than the average rate. At the end of June 1939 the computed average rate of interest on the public debt was 2.6, which would mean a rate of 2.5 for these special obligations.

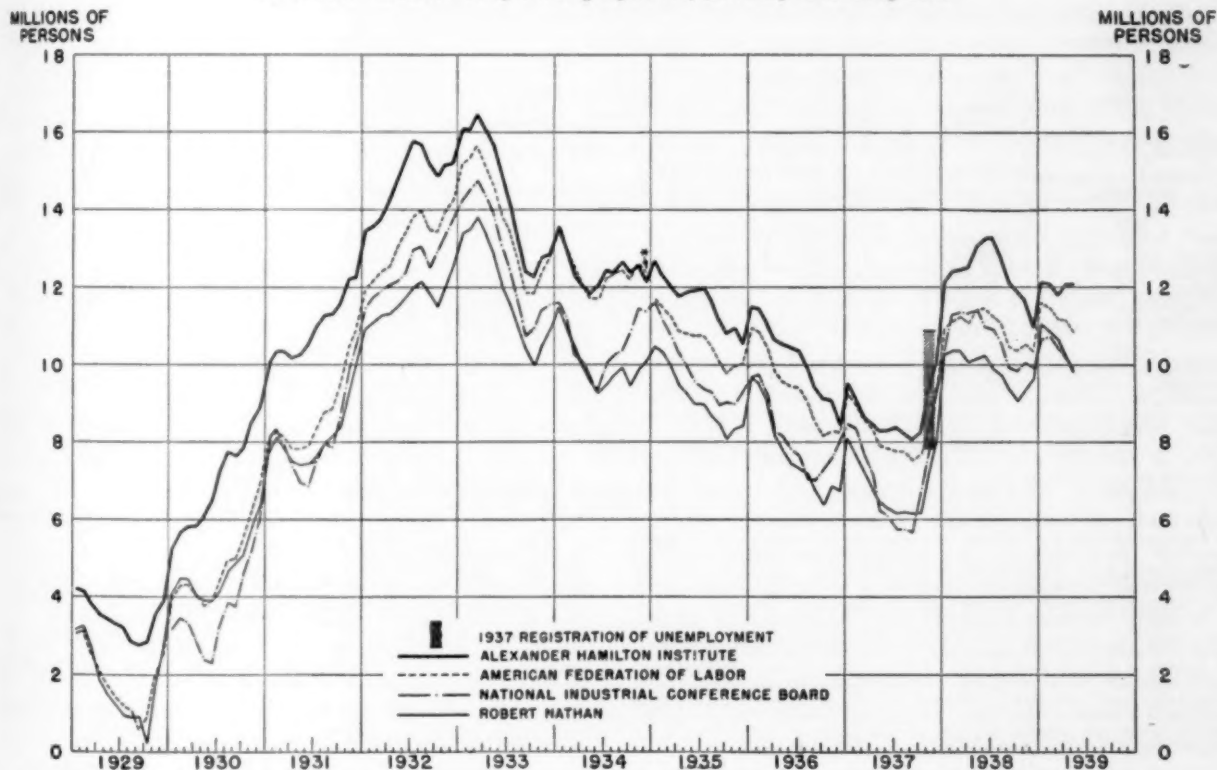
#### Unemployment Trust Fund

As contrasted with 1937-38, investment holdings of the unemployment trust fund in 1938-39 increased a smaller amount (\$395.0 million) than holdings of the old-age reserve account (\$514.9

million). This shift evidences the transition in the unemployment compensation program from the initial period of development and of accumulations in the trust fund to the period of benefit payments. The level to which these payments rose during the past fiscal year is indicated in part by the amount of withdrawals from the unemployment trust fund. During 1936-37, with 1 State paying benefits, only \$1.0 million was withdrawn for payments to unemployed workers. In 1937-38, \$195.7 million was withdrawn by 25 jurisdictions, while in 1938-39, \$445.2 million was withdrawn by 49 jurisdictions. During 1938-39 total receipts of the fund, including deposits by States and interest on investments, amounted to \$836.9 million and exceeded withdrawals by \$391.7 million. This excess of receipts over withdrawals led to an addition to the amount of investments, bringing total investments to \$1,267.0 million. These investments are exclusively in the form of unemployment trust fund certificates of indebtedness bearing a 2.5-percent interest rate.

The 1939 amendments make no change in the

Chart II.—Estimates of unemployment, January 1929–May 1939



\* Revised January 1935 to date.

investment provisions of the unemployment trust fund. The volume of these investments in the current fiscal year will change, of course, with changes in the amount of contributions and the volume of benefit payments in the States.

### Collections Under the Carriers Taxing Act<sup>1</sup>

During June 1939 the Treasury reported collections of \$21.1 million from carriers and their employees under the Carriers Taxing Act of 1937. Such taxes are payable quarterly and are due on or before the last day of the calendar month following the quarter for which the return is made. Because of the accounting procedure of the Bureau of Internal Revenue and the Treasury, the heaviest collections are usually reported in the second month of the quarter; but in the quarter just ended the largest amount of tax collections was credited in June. June collections brought the total for the last quarter of the fiscal year to \$27.6 million, as compared with \$26.9 million in the corresponding quarter of the preceding fiscal year, and with collections of \$26.0,

<sup>1</sup> See p. 65, footnote 1.

Table 12.—Status of the railroad retirement account as of June 30, 1938, and by months, July 1938–June 1939<sup>1</sup>

Year and month	Appropriation balance on first of month <sup>1</sup>	Transfers from appropriation to trust fund	Cancellations and repayments <sup>2</sup>	Interest received by trust fund	3-percent special Treasury notes acquired <sup>3</sup>	Deposits with disbursing officer for benefit payments	Benefit payments issued by disbursing officer <sup>4</sup>	Cash with disbursing officer at end of month	Balance in trust fund at end of month
Cumulative through June 1938.....	\$93,692	\$141,803,720	\$27,360	\$1,410,821	\$66,200,000	\$86,900,000	\$80,491,156	\$1,014,899	\$140,027
1938									
July.....	118,343,692	22,000,000	2,876		2,000,000	20,000,000	8,115,367	12,899,531	142,903
August.....	96,343,692	9,500,000	37,213		1,500,000	8,000,000	8,402,865	12,496,665	180,117
September.....	86,343,692	11,500,000	9,397		1,500,000	10,000,000	8,567,162	13,929,503	189,514
October.....	75,343,692	11,500,000	12,358		1,500,000	10,000,000	8,706,770	15,222,732	201,873
November.....	63,343,692	16,500,000	4,801		1,500,000	15,000,000	8,856,363	21,366,368	206,674
December.....	47,343,692	16,500,000	3,717		1,500,000	15,000,000	8,813,153	27,553,215	230,391
1939									
January.....	30,343,692	1,500,000	1,124		1,500,000		8,750,817	18,802,397	211,516
February.....	29,343,692		411				9,043,924	9,758,472	211,928
March.....	29,343,692	18,000,000	1,735			18,000,000	9,109,816	18,648,655	213,663
April.....	11,343,692		14,642			213,663	9,172,486	9,689,832	14,442
May.....	11,343,692	93,692	2,100	266,301	-10,000,000	10,359,993	9,097,189	10,952,636	16,743
June.....	11,250,000	(*)	3,260	1,935,575			9,029,007	1,923,629	1,955,678
Cumulative through June 1939.....	11,250,000	248,897,412	121,000	3,612,698	67,200,000	193,473,656	186,156,083	1,923,629	1,955,678

<sup>1</sup> The railroad retirement account was created by the Railroad Retirement Act of 1937. An act approved July 1, 1937, appropriated to the account the unexpended balance of the \$46,620,000 which had been appropriated for the year 1936-37 for the payment of benefits under the 1935 act, and provided that all benefit payments made from that appropriation prior to July 1, 1937, be considered as having been made from the railroad retirement account. Cents omitted. For monthly figures July 1936-June 1938, and for an explanation of the derivation of balances, see the Bulletin, July 1939, p. 6, table 2.

<sup>2</sup> Balance as of fiscal years is balance on last day of June. Balance as of July 1, 1938, includes appropriation of \$118,250,000 for new fiscal year.

<sup>3</sup> Includes checks canceled by General Accounting Office and repayments on account of improper payments to claimants. Checks returned to disbursing officer and canceled by him are not included. (See footnote 5.) Cancellations and repayments are treated as additions to trust fund.

\$27.3, and \$28.4 million for the earlier quarters of 1938-39.

Collections during the fiscal year 1938-39 totaled \$109.3 million. This figure is not comparable with the total of \$150.0 million collected in the preceding fiscal year, since the latter included collections on compensation paid in the 5 quarters, January 1937-March 1938.

### Status of the Railroad Retirement Account

Table 12 shows the operations of the railroad retirement account during the fiscal year 1938-39. Total appropriations to the account up to the end of June 1939 were \$264,750,000. By June 1, 1939, \$253.5 million of this amount had been transferred to the railroad retirement account trust fund for investment or for subsequent transfer to the disbursing officer for payment of benefits, or, prior to July 1, 1937, directly to the disbursing officer. Since no transfers were made from the appropriation to the trust fund during June, there was an appropriation balance of \$11,250,000 at the end of the fiscal year.

Investments in 3-percent special Treasury notes

<sup>4</sup> Minus item represents sale of notes.

<sup>5</sup> On basis of checks issued by disbursing officer less checks canceled by disbursing officer, total benefit payments are \$8.3 million less than total on basis of vouchers certified to the Secretary of the Treasury for payment, as shown on p. 67, table 3, since checks drawn by disbursing officer as of first of a month are certified to the Secretary of the Treasury and encumbered on books of the Railroad Retirement Board in latter part of preceding month.

<sup>6</sup> Transfer of \$3,720 balance from 1935 act appropriation shown on Daily Statement of the U. S. Treasury in June was taken account of in prior fiscal year on books of the Railroad Retirement Board.

Source: Railroad Retirement Board, Bureau of General Control, Division of Finance.

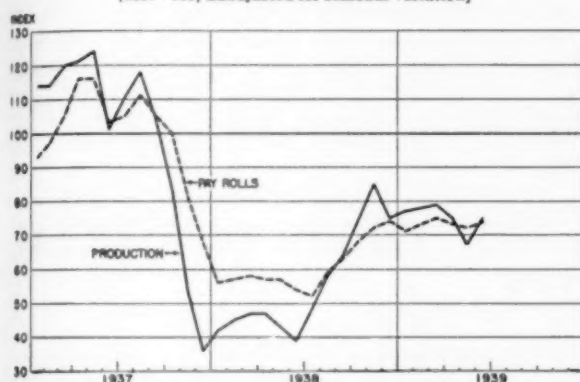
totalled \$67.2 million at the end of the fiscal year. Interest on these investments amounting to \$1.9 million was credited to the trust fund in June. This brought total interest received on investments to \$3.6 million.

### General Economic Conditions

The Federal Reserve Board index of industrial production, which is the best index available for activity in industries covered by the social security program, rose sharply in June. This index, adjusted for seasonal variation, increased from 92 in May to 97 in June. Manufacture of durable goods accounted for the major portion of the

Chart III.—Index of pay rolls<sup>1</sup> and index of production<sup>2</sup> in the iron and steel industry, January 1937–June 1939

[1937=100; unadjusted for seasonal variation]



<sup>1</sup> Prepared by the U. S. Bureau of Labor Statistics. Original base of 1923–25 shifted to 1937 in this chart.

<sup>2</sup> Prepared by the Federal Reserve Board. Original base of 1923–25 shifted to 1937 in this chart.

increase with a change from 71 to 81, while non-durable goods showed a slight rise from 108 to 109. An increase in mining from 98 to 105 reflects a continuation of the return to employment after the bituminous coal strike was settled during May.

The relation between the Federal Reserve Board unadjusted index of iron and steel production and the Bureau of Labor Statistics index of compensation of employees in that industry for January 1937–June 1939 is shown by chart III. Both indexes have been calculated with the monthly average for 1937 equal to 100. As in similar analyses for more inclusive industrial groups in the July Bulletin, this chart shows for a single industry that changes in the direction of the index of iron and steel production during the

period recorded tend to result in similar later changes in the compensation of covered employees. A 1-month lag is indicated in 1938 in the January rise, the May decline, the July rise, and the December decrease. It should be noted that the iron and steel industry represents a large segment of covered pay rolls. It seems probable that a change in the direction of the monthly index of iron and steel production may be followed in the succeeding month by a similar movement in the compensation of covered employees in that industry. Since this industry is concentrated in a few States, changes in output may be expected to be reflected in the size of taxable pay rolls in such States, particularly in Pennsylvania and Ohio. Although employment in the iron and steel industry fluctuates less widely than production in general, employment follows production activity fairly closely. In a period of declining output the combination of lowered pay rolls on which to base tax collections and of increased payments for unemployment compensation may cause a severe drain on the unemployment compensation funds of the steel-producing States. The low iron and steel output in the first 6 months of 1938 seems to be reflected, for example, in withdrawals by Pennsylvania of \$39.5 million from the unemployment trust fund during February–July 1938, as compared with \$30.0 million for the period August 1938–January 1939, when production was on a higher level.

Corresponding to the rise in industrial production, nonagricultural employment showed a more than seasonal rise in June. The Bureau of Labor Statistics unadjusted indexes of factory employment and pay rolls increased 0.7 and 2.1 percent, respectively, in June. While factory employment and pay rolls refer to a more limited group of industries than the Federal Reserve Board index of industrial production, they represent a large portion of the pay rolls on which social security collections are based, particularly in manufacturing areas.

The Bureau of Labor Statistics unadjusted indexes of employment and pay rolls in nonmanufacturing industries covered by the social security program showed gains in June. Employment in retail trade increased 0.3 percent and average weekly pay rolls 1.3 percent. Employment in wholesale trade showed a slightly larger increase of 0.6 percent with a corresponding rise of 0.7



percent in pay rolls. The continued return to employment of bituminous coal miners led to an increase in bituminous mine employment of 73.8 percent. Most service industries and public utilities reported increases from May.

The Federal Reserve Board unadjusted index of the value of construction contracts awarded, based on a 3-month moving average of F. W. Dodge Corporation data, showed a seasonal decline from 75 in May to 72 in June. The adjusted index remained at 63. Residential construction, adjusted for seasonal variation, rose from 55 to 58, while other construction declined from 68 to 66.

The index of income payments prepared by the Department of Commerce is closely related to the earnings structure on which pay-roll taxes are based. The unadjusted index of income payments shows a more than seasonal rise of 7.7 points from 79.6 in May to 87.3 in June. The adjusted index changed from 82.8 to 83.6.

The effect of localization of industry is of particular importance to social security collections and disbursements in each region. Automobile

production, centering around Detroit, showed a counter-seasonal rise in June. Steel-mill operations, of importance to the East Central States, showed a steady counter-seasonal increase. Textile production, affecting New England and the South, rose more than seasonally in June.

Three of the four indexes of unemployment, all of which relate to an earlier month than the other data summarized here, decreased slightly from April to May.

Financial series indicating short-term variations of business activity are useful as barometers of economic activity during the month. The daily average closing price of industrial stocks moved to higher levels, rising about 4 points from 132.6 in May to 136.5 in June, according to the Dow-Jones index, but activity remained very low. The Dow-Jones bond series increased slightly, from 88.5 in May to 89.4 in June.

The wholesale-price index compiled by the Bureau of Labor Statistics, representing prices prevailing in a large number of covered industries, declined fractionally from 76.2 in May to 75.6 in June.

## RECENT PUBLICATIONS IN THE FIELD OF SOCIAL SECURITY

### GENERAL

*Danish Foreign Office Journal* (Danish Foreign Office Press Department, Christiansborg, Copenhagen), No. 221 (June 1939). Articles on Danish social legislation, pp. 95-117.

This issue has a brief foreword by the Minister for Social Affairs, Ludvig Christensen, and articles on Expenditure on Public Social Tasks, Danish Social Legislation, Social Insurance, and Public Assistance. Illustrated.

DAVIS, SHELBY CULLOM. "The Cost of Old Age Security." *Events*, New York, Vol. 5, No. 29 (May 1939), pp. 372-377.

A discussion of the changes in the Social Security Act proposed by the Administration and recommended by the House Ways and Means Committee.

FOWLER, C. B., and COHEN, S. "The Old Age Insurance 'Reserve' Controversy." *American Federationist*, Washington, Vol. 46, No. 7 (July 1939), pp. 695-707.

A summary of old-age dependency and of the old-age insurance provisions of the Social Security Act is followed by a discussion of the theory of the old-age reserve account and of many of the expositions, criticisms, and defenses that have been made of both the "reserve" and "pay-as-you-go" principles.

"Labour Legislation in 1939 in Alberta, Manitoba, Ontario, Quebec and Saskatchewan." *Labour Gazette*, Ottawa, Vol. 39, No. 6 (June 1939), pp. 564-584.

The developments reported include legislation on unemployment relief, old-age pensions, maternity benefits, vocational education, medical services, and workmen's compensation.

LEET, GLEN. "Congress Revamps Social Security." *State Government*, Chicago, Vol. 12, No. 7 (July 1939), pp. 121-122 ff.

A description and discussion of the proposals of the House Ways and Means Committee and of bills put forward by members of the Senate.

"Looking Toward the Future." *Public Assistance* (Public Welfare Board of North Dakota), Bismarck, Vol. 4, No. 5 (May 1939), pp. 7-11. Processed.

An analysis of economic conditions in North Dakota, with a discussion of State and county government problems, including social security.

MYERS, ROBERT J. "To Retire or Not to Retire?" *American Federationist*, Washington, Vol. 46, No. 7 (July 1939), pp. 732-735.

Considers the points raised by Prof. Maynard Diamond in an article entitled, "Let Them Work!" which appeared

in the *Federationist* for July 1938. In reply to the latter, "two primary arguments in favor of work cessation as a requirement for receipt of annuity payment" are developed; namely, the social desirability of permitting retirement with pay of those who are relatively inefficient at age 65, and the important saving to the funds afforded by the retirement provision.

NEW YORK. STATE COMPTROLLER'S OFFICE. *Eighteenth Report . . . on the Operation of the State Employees' Retirement System . . . as of June 30, 1938*. Albany: J. B. Lyon Co., 1939. 48 pp. (Legislative Doc. (1939) No. 44.)

Includes a summary of the benefit and contribution provisions, statistical data, and an actuarial report for the State employees' retirement system covering more than 78,000 employees.

OREGON. STATE PLANNING BOARD. *A Study of Migration Into Oregon, 1930-1937*. Vol. II—*Sources and Characteristics of Migrants*. By V. B. Stanbery. Place not given. March 1939. 279 pp. Processed.

"This report is Volume II of a study of interstate migration into Oregon, initiated by the State Planning Board in 1937. Volume I, published in February 1938, presented estimates of net migration into Oregon and population increases resulting therefrom. Volume II describes the sources, characteristics, and distribution of migrants who came into Oregon from other States from January 1, 1930 to July 1, 1937, as shown by representative samples of the migrant population." A total of 115,400 migrants were sampled, giving "one of the largest samples of interstate migrants during a like period ever subjected to such intensive study."

ROBINSON, GEORGE BUCHAN. "Sound Old-Age-Pension Theory Completely Scrapped by Security Act Amendments." *Annalist*, New York, Vol. 53, No. 1380 (June 29, 1939), pp. 903-904 ff.

The original old-age insurance program is regarded as theoretically sound under a balanced budget and as "true to reserve insurance principles" in its provision for acknowledging accruing liability for benefits. According to the author, this "major question" of recognizing future liabilities has been set aside in the proposed amendments. He recommends retaining the reserve principle, continuance of Treasury estimates and congressional appropriations to express liability, and maintenance of the original tax rate.

STEWART, MAXWELL S. "Social Security for the Joneses." *Nation*, New York, Vol. 149, No. 2 (July 8, 1939), pp. 41-44.

A review of the proposed amendments to the old-age insurance system, with examples showing how the amended system would operate to advantage in a number of specific cases. A critical discussion of recommendations to reduce the Federal unemployment compensation tax is also included.

U. S. DEPARTMENT OF AGRICULTURE. FARM SECURITY ADMINISTRATION and BUREAU OF AGRICULTURAL ECONOMICS, cooperating. *Influence of Drought and Depres-*

*sion in a Rural Community; A Case Study in Haskell County, Kansas*. By A. D. Edwards, Washington, January 1939. 116 pp. Processed. (Social Research Report No. VII.)

Covers the entire history of the county, beginning in 1885. In addition to information on population, farming, living standards, and community organization, the survey presents data on relief and assistance, with special attention to the work of the Farm Security Administration. An extensive bibliography is included.

VAN BOSKIRK, R. L. "Business Ingenuity Does Miracle Job." *Nation's Business*, Washington, Vol. 27, No. 7 (July 1939), pp. 20-22.

A brief description of the wage-record operations of the Bureau of Old-Age Insurance in Baltimore. Illustrated.

## PUBLIC WELFARE AND RELIEF

BIEHL, KATHARINE A., and AILEY, JANE A. "Census of Dependent Children, December 31, 1938." *Federator* (Federation of Social Agencies of Pittsburgh and Allegheny County), Pittsburgh, Vol. 14, No. 7 (July 1939), pp. 182-190.

The results of a census of more than 11,000 children, giving "the most complete accounting of child care services ever attempted in Allegheny County," Pennsylvania.

BLOODWORTH, JESSIE A., and GREENWOOD, ELIZABETH J. *The Personal Side*. Washington: U. S. Works Progress Administration, 1939. 417 pp. Processed.

Presents 45 personal histories of individuals who were unemployed during some part of the depression period, the object being to "supplement the statistics of unemployment and relief by recapturing the personal side" through "intimate accounts of the individual's experiences during the depression and his reactions to those experiences." Dubuque, Iowa, a city of diversified industry with a population of between 35,000 and 50,000, principally native white citizens, was chosen for the records. The stories are grouped under the divisions, "From Relief to Private Employment"; "By Their Own Boot-Straps" (those who received no relief while unemployed and are now working in private industry); and "Still Without Jobs" (relief and nonrelief families who have failed to get back into private industry). Most of the histories include an opinion of the Social Security Act.

"Further Characteristics of the Case Load as of February 11, 1939." *Unemployment Relief in California; Monthly Bulletin of the State Relief Administration*, San Francisco, March-April 1939, pp. 13-20. Processed.

Shows length of time continuously on relief, average budget deficiency, outside income of relief cases, and length of unemployment of persons receiving relief from the California State Relief Administration in February 1939. The same issue has a report on "Occupational Characteristics of the SRA Case Load as of March 1939," pp. 21-24.

GIBSON, NORMAN. "Child Welfare Services in a Rural County." *Iowa State Department of Social Welfare*, Des Moines, Vol. 1, No. 6 (June 1939), pp. 2-5. Processed.

A description of the State child-welfare program in Wayne County, Iowa.

KANSAS. CONFERENCE OF SOCIAL WORK. "County Aspects of Social Welfare Administration; A Series of Papers Given at the 40th Annual Kansas Conference of Social Work, Emporia, April 13-15, 1939." *Kansas Government Journal*, Lawrence, Vol. 25, Nos. 6 and 7 (June-July 1939).

The June number, pp. 14-17, contains: The State Policy on Aid to County Social Welfare Departments, by Walter F. Jones; Recruiting Competent Personnel for County Social Welfare Departments, by Chas. E. Hornbaker; and County Board—County Director Relationships in County Welfare Administration, by Violet Fischer. In the July issue, pp. 15-18, are: Current Social Welfare Problems in Smaller Counties, by Helen B. Maxwell; Needed Coordination and Consolidation of All Social Welfare Functions Within the County, by G. Lewis Penner; and a Résumé of Session, by John G. Stutz, chairman.

MCLEAN, FRANCIS H. "Surveys in the Family Field, II." *The Family*, Albany, Vol. 20, No. 5 (July 1939), pp. 146-154.

The second of two articles on welfare agency studies, dealing with surveys after an extended period of time, "when local agencies feel it may be desirable to compare themselves with others in the outer world." Case-work analysis, attitudes toward the environment, participants in the survey, public agencies, and new approaches in surveys are among the points considered. The two parts have been combined in a single pamphlet issued by the Family Welfare Association of America.

"The Question of the Week: Should the Government Provide Work for Jobless, and, If So, at What Wage?" *United States News*, Washington, Vol. 7, No. 26 (June 26, 1939), p. 4.

A symposium on the work-relief policy, with answers from national, State, and municipal officials and others.

"Relief, Welfare and Social Security." *Oregon Voter*, Portland, Vol. 97, No. 1 (April 1, 1939), pp. 5-13.

The Oregon welfare budget of \$11,660,000 for the 30-month period 1939-41 is analyzed in some detail, with information on public assistance and on administrative changes authorized by the 1939 legislature.

SPRINGER, GERTRUDE, and CLOSE, KATHRYN. "'Democracy Must Be Made to Work.'" *Survey Midmonthly*, New York, Vol. 75, No. 7 (July 1939), pp. 203-215.

An over-all review of the Sixty-sixth National Conference of Social Work, held in Buffalo, in June, with summaries of and quotations from the addresses. Illustrated.

U. S. TREASURY DEPARTMENT. *Report of the President of the United States to the Congress Showing the Status of Funds and Operations Under the Emergency Relief Appro-*

*priation Acts of 1935, 1936, 1937, and 1938 as of December 31, 1938*. Washington, January 10, 1939. 543 pp. Processed.

A complete record of operations, employment data, and expenditures to the close of 1938 of the Works Progress Administration, the Public Works Administration (1938 only), the Farm Security Administration, the National Emergency Council (1938), and the Puerto Rico Reconstruction Administration. It includes summaries of the outstanding features of each program, and has complete financial and employment data by States.

VANCE, RUPERT B. *Rural Relief and Recovery*. Washington: U. S. Government Printing Office, 1939. 32 pp. (U. S. Works Progress Administration, Social Problems, No. 3.)

The third in a series of nontechnical WPA publications on social problems. It deals with depression conditions in agriculture, farm population pressure, the problem of rural youth, farmers on relief, village problems, and related points, including present and potential measures for relief and rehabilitation. With a bibliography.

## UNEMPLOYMENT AND UNEMPLOYMENT COMPENSATION

"Average Earnings of Employees in New York State in 1937." *Placement and Unemployment Insurance Activities; A Monthly Bulletin* (New York State Department of Labor), Vol. 1, No. 4 (April 1939), pp. 17-21. Processed.

Data on the numbers and earnings of workers in New York State under both the old-age insurance system and the State unemployment insurance scheme, including comparison with the United States figures for old-age insurance.

"Chronological Notes, April 25, 1935—May 2, 1939; Résumé of Principal Events in the Development of Placement and Unemployment Insurance in New York State." *Placement and Unemployment Insurance Activities; A Monthly Bulletin* (New York State Department of Labor), Albany, Vol. 1, No. 4 (April 1939), pp. 68-75. Processed.

A reference source on the history of unemployment compensation in New York State, including some information as far back as 1921. A separate chronology of the State Employment Service is announced for an early issue of the same magazine.

COYLE, DAVID CUSHMAN. *Depression Pioneers*. Washington: U. S. Government Printing Office, 1939. 19 pp. (U. S. Works Progress Administration, Social Problems, No. 1.)

An account, in popular language, of the types and problems of American migrants. Includes a bibliography.

*Employment Service News*, Washington, Vol. 6, No. 7 (July 1939). Entire issue.



Appearing on the occasion of the transfer of the United States Employment Service to the Social Security Board as part of the Federal Security Agency, this issue contains a summary of the activities of the Service under the Department of Labor, 1933-39. It has a brief "Report of Stewardship" by Secretary of Labor Frances E. Perkins, an introductory note by Director William H. Stead, and the following articles on the Service under the Wagner-Peyser Act: Federal-State Relationships Under the Wagner-Peyser Act; Operating Tools and Procedures; The Merit System of the Employment Service; The National Reemployment Service in Review; Service to Special Groups; Fiscal Administration of the Employment Service; The District of Columbia Employment Center; and Summary of Operations of the Employment Service. The last article shows that from July 1, 1933, to April 30, 1939, a total of 25,575,772 complete placements was made, of which over 9 million were in private work, over 8.3 million in public nonrelief jobs, and over 7.8 million in relief-type employment.

"Farm Employment, 1909 to 1938." *Monthly Labor Review*, Washington, Vol. 48, No. 6 (June 1939), pp. 1241-1257. Prepared by Witt Bowden.

Includes statistical data by areas for the period surveyed, and information on social characteristics, seasonal variations, and migratory, casual, and part-time workers.

KENTUCKY. UNEMPLOYMENT COMPENSATION COMMISSION. RESEARCH AND STATISTICS UNIT. *Research Reports*, 1-14. Frankfort, 1939. Processed.

The Research and Statistics Unit of the Kentucky Unemployment Compensation Commission has recently issued 14 research reports dealing with the workings of the State unemployment compensation law, employment and pay rolls, labor turn-over, and seasonality in various Kentucky industries. The titles, some of which represent reprints of earlier research memoranda, are: Proposed Modification of Benefit Formula; A Preliminary Study of the Effect of the \$200 Eligibility Provision and of a Proposed Modification; Seasonality in Kentucky Highway Construction; Operation of the Limitation of Benefits to One-Sixth of Total Wage Credits; Relative Distribution of Workers Employed by One and More Than One Employer; Analysis of Initial Claim Load; Seasonality in the Tobacco Industry; Indexes of Employment and Pay Rolls in Kentucky; Labor Turnover Rates for 1937; Seasonal Employment in Kentucky Ice Industry; Seasonal Employment in the Kentucky Rock Asphalt Industry; Seasonal Employment in the Fruit and Cherry Industry; Non-Railroad Earnings of Railroad Benefit Claimants; and Effect of Tobacco Seasonal Provisions on Benefit Claimants.

LATIMER, MURRAY W. "Unemployment Insurance for Railroad Employees." *Labor Information Bulletin*, Washington, Vol. 6, No. 6 (June 1939), pp. 8-10. Processed.

This article by the Chairman of the Railroad Retirement Board is a concise description of the Railroad Unemployment Insurance Act, including its administration and operation.

PATCH, BUEL W. "Problem of the Migrant Unemployed." *Editorial Research Reports*, Washington, Vol. 2, No. 2 (July 10, 1939), pp. 23-36.

A discussion of the extent and causes of the migrant problem, conditions among migrants in California, and relief and remedial efforts and proposals.

PENNSYLVANIA. DEPARTMENT OF LABOR AND INDUSTRY. DIVISION OF UNEMPLOYMENT COMPENSATION AND EMPLOYMENT SERVICE. *Training in the Division of Unemployment Compensation and Employment Service; Report of Training Principles and Program*. Harrisburg, April 1939. 24 pp., plus forms, etc. Processed.

An outline of the policies and program of the training section of the Pennsylvania Division of Unemployment Compensation and Employment Service.

"Unemployment of Young Persons in Belgium." *Monthly Labor Review*, Washington, Vol. 48, No. 6 (June 1939), pp. 1314-1317.

The causes and characteristics of Belgium unemployment among young persons, outlined on the basis of information from American Consul C. C. Broy, Brussels, and the report of last January on *Le Chômage des jeunes gens*, made by the Office National du Placement et du Chômage.

WESTEFELD, ALBERT. *Michigan Migrants*. Washington: U. S. Works Progress Administration, March 1939. 35 pp. Processed. (Research Bulletin TR-13.)

Information from a "special tabulation of the mobility material from the schedules of the Michigan Census of Population and Unemployment," covering the period April 1930 to January 1935. The aspect here studied is the "personal characteristics of the workers who moved during the survey period," including age, color, race, marital condition, and other categories. Other phases of mobility based on studies of this census by John N. Webb and Mr. Westefeld, have been published in the *Social Security Bulletin* for February 1939 and the *Monthly Labor Review* for January and April 1939.

"Why Unemployment Compensation?" *American Federationist*, Washington, Vol. 46, No. 7 (July 1939), pp. 708-713.

This article, representing the official position of the American Federation of Labor, recommends a national system of unemployment compensation, elimination of merit or experience rating, maintenance of present tax levels, broader coverage, shorter waiting period, and other points designed to improve the worker's status under unemployment compensation.

# STATE UNEMPLOYMENT COMPENSATION REPORTS RECEIVED

*This is a complete list of published annual reports of State unemployment compensation agencies received by the Social Security Board. For each State, the latest published report received by the Board as of August 1, 1939, is listed. Manuscript reports consisting only of a typewritten letter to the Governor or other authority are not included.*

**ALABAMA. UNEMPLOYMENT COMPENSATION COMMISSION.** *Third Annual Report . . . ; Calendar Year Ended December 31, 1938.* Montgomery, 1939. 55 pp.

**ALASKA. UNEMPLOYMENT COMPENSATION COMMISSION.** *Report . . . Period April 2, 1937, to December 31, 1938.* Juneau, 1939. 14 pp.  
Includes employment service.

**ARIZONA. UNEMPLOYMENT COMPENSATION COMMISSION.** *Preliminary Report Covering Period From January 1, 1938, to November 30, 1938, inclusive.* Place not given. January 1939. 56 pp.  
Includes employment service.

**ARIZONA. UNEMPLOYMENT COMPENSATION COMMISSION.** *Addenda to the Preliminary Report . . . Covering Period From December 1, 1938, to December 31, 1938, With Statistical Record for Year 1938; Completing the Commission's Annual Report.* Place not given. 1939. 9 pp.

**ARKANSAS. BUREAU OF LABOR. UNEMPLOYMENT COMPENSATION DIVISION.** *Second Annual Report, Covering the Calendar Year 1938.* Place not given. February 1939. 22 pp. Processed.  
Includes employment service.

**CALIFORNIA. UNEMPLOYMENT RESERVES COMMISSION. STATE DEPARTMENT OF EMPLOYMENT.** *Report.* Place not given. Monthly. Processed.  
Subject matter of this publication is noted in the list of State periodical publications.

**COLORADO. INDUSTRIAL COMMISSION.** *Fifteenth Report . . . for the Biennium December 1, 1936, to December 30, 1938.* Denver, 1938. 118 pp.  
Includes reports of the Unemployment Compensation Division, December 1, 1936, to November 30, 1938, and of the Colorado State Employment Service.

**CONNECTICUT. DEPARTMENT OF LABOR AND FACTORY INSPECTION. UNEMPLOYMENT COMPENSATION DIVISION.** *Annual Report of the Administrator, Unemployment Compensation Law, June 30, 1937.* Hartford, 1938. 19 pp.  
Covers the period from passage of the State act in November 1936 through June 30, 1937. The *Monthly Bulletin of Placement and Unemployment Compensation*, Vol. 3, Nos. 8 and 9 (August-September 1938), contained parts of the administrative report for the year ended June 30, 1938, but no single publication or mention of such has been seen for this period.

**DELAWARE. UNEMPLOYMENT COMPENSATION COMMISSION.** *Second Annual Report . . . February 1939.* New Castle, 1939. 59 pp.  
Covers calendar year 1938. Includes employment service.

**DISTRICT OF COLUMBIA. UNEMPLOYMENT COMPENSATION BOARD.** *Third Annual Report . . . for the Calendar Year Ending December 31, 1938.* Washington, 1939. 23 pp. Processed.

**FLORIDA. INDUSTRIAL COMMISSION.** *Third Annual Report . . . Year 1938.* Tallahassee, February 1, 1939. 71 pp.  
Includes reports of the Unemployment Compensation Division and the Employment Service Division.

**GEORGIA. DEPARTMENT OF LABOR.** *Second Annual Report . . . 1938.* Atlanta, 1939. 62 pp.  
Includes reports of the Bureau of Unemployment Compensation and the Georgia State Employment Service.

**HAWAII. TERRITORIAL UNEMPLOYMENT COMPENSATION BOARD.** *Annual Report, July 1, 1937, to June 30, 1938.* Honolulu, July 20, 1938. 20 pp.  
Includes employment service.

**IDAHO. INDUSTRIAL ACCIDENT BOARD.** *Second Annual Report . . . Covering the Administration and Operation of the Idaho Unemployment Compensation Division for the Year Ending December 31, 1938, and the Idaho State Employment Service for the Biennium January 1, 1937, to December 31, 1938.* Boise, January 31, 1939. 46 pp. Processed.

**ILLINOIS. DEPARTMENT OF LABOR. DIVISION OF UNEMPLOYMENT COMPENSATION.** *First Annual Report, July 1, 1937, to June 30, 1938.* Place not given. Date not given. 12 pp. Processed.

**INDIANA. DEPARTMENT OF TREASURY. UNEMPLOYMENT COMPENSATION DIVISION.** *Annual Report . . . for Year Ending December 31, 1938.* Indianapolis, February 1939. 60 pp. Processed.  
Includes employment service.

**IOWA. UNEMPLOYMENT COMPENSATION COMMISSION.** *Second Annual Report . . . for the Year 1938.* Des Moines, January 1939. 53 pp.  
Includes employment service.

**KANSAS. COMMISSION OF LABOR AND INDUSTRY. DIVISION OF UNEMPLOYMENT COMPENSATION.** *Annual Re-*

- port, *Year Ending December 31, 1937*. Topeka, 1938. 80 pp.  
Includes employment service.
- LOUISIANA. DEPARTMENT OF LABOR. UNEMPLOYMENT COMPENSATION COMMISSION. *Report of the Commissioner of Labor . . . for the Period August 1936 to April 1938*. New Orleans, 1938. 15 pp.  
Includes employment service.
- MAINE. UNEMPLOYMENT COMPENSATION COMMISSION. *Second Annual Report*. Place not given. January 31, 1939. 32 pp.  
Covers calendar year 1938. Includes employment service.
- MARYLAND. UNEMPLOYMENT COMPENSATION BOARD. *Second Annual Report*. Baltimore, 1938. 23 pp.  
Covers calendar year 1938. Includes employment service.
- MASSACHUSETTS. DEPARTMENT OF LABOR AND INDUSTRIES. *Annual Report . . . for the Year Ending November 30, 1937*. Place not given. 1938. 220 pp. (Public Document No. 104.)  
Includes reports of the Unemployment Compensation Commission and the Division of Public Employment Offices.
- MICHIGAN. UNEMPLOYMENT COMPENSATION COMMISSION. *Annual Report . . . for the Year Ending December 31, 1937*. Detroit, March 1, 1938. 32 pp.  
Includes employment service.
- MINNESOTA. INDUSTRIAL COMMISSION. UNEMPLOYMENT COMPENSATION DIVISION. *First Report . . . Covering the Period December 26, 1936-June 30, 1938*. St. Paul, 1938. 30 pp.  
Also in the *Ninth Biennial Report of the Industrial Commission, 1937-38*, St. Paul, 1939.
- MISSISSIPPI. UNEMPLOYMENT COMPENSATION COMMISSION. *Third Annual Report . . . for the Year Ending December 31, 1938*. Place not given. 1939. 15 pp. Processed.  
Includes employment service.
- MISSOURI. UNEMPLOYMENT COMPENSATION COMMISSION. *Second Annual Report . . . for the Calendar Year 1938*. Jefferson City, February 1, 1939. 58 pp. Prepared by the Department of Research and Statistics with editorial assistance of the informational representative.
- MONTANA. UNEMPLOYMENT COMPENSATION COMMISSION. *Second Annual Report . . . for the Calendar Year 1938*. Helena, December 28, 1938. 47 pp.  
Most of the statistics cover the period to September 30, 1938. Includes employment service.
- NEBRASKA. DEPARTMENT OF LABOR. UNEMPLOYMENT COMPENSATION DIVISION. *Second Annual Report . . . 1938*. Lincoln, February 1, 1939. 33 pp.
- NEVADA. DEPARTMENT OF LABOR. UNEMPLOYMENT COMPENSATION DIVISION. *Second Annual Report . . . for the Calendar Year 1938*. Carson City, 1939. 19 pp.
- NEW HAMPSHIRE. BUREAU OF LABOR. UNEMPLOYMENT COMPENSATION COMMISSION. *Third Annual Report . . . for the Year Ended December 31, 1938*. Concord, March 2, 1939. 41 pp.
- NEW JERSEY. UNEMPLOYMENT COMPENSATION COMMISSION. *Second Annual Report . . . Calendar Year 1938; Covering the Operations of the Unemployment Compensation and State Employment Service Divisions*. Trenton, January 1939. 48 pp.
- NEW MEXICO. UNEMPLOYMENT COMPENSATION COMMISSION. *Report . . . for the Year Ending December 31, 1937*. Albuquerque, 1938. 31 pp.
- NEW YORK. DEPARTMENT OF LABOR. *Annual Report of the Industrial Commissioner for the Twelve Months Ended December 31, 1938*. Albany: J. B. Lyon Co., 1939. 281 pp. (Legislative Document (1939), No. 21.)  
Includes Division of Placement and Unemployment Insurance.
- NEW YORK. DEPARTMENT OF LABOR. UNEMPLOYMENT INSURANCE APPEAL BOARD. *Report*. New York City, January 31, 1939. 13 pp. Processed.  
The first annual report of the Appeal Board, covering the calendar year 1938.
- NORTH CAROLINA. UNEMPLOYMENT COMPENSATION COMMISSION. *Biennial Report . . . December 6, 1936, to June 30, 1938*. Raleigh, December 1938. 240 pp.  
Includes employment service.
- NORTH DAKOTA. WORKMEN'S COMPENSATION BUREAU. UNEMPLOYMENT COMPENSATION DIVISION. *First Annual Report . . . for the Year Ended December 31, 1937*. Bismarck, August 17, 1938. 21 pp.
- OKLAHOMA. DEPARTMENT OF LABOR. DIVISION OF UNEMPLOYMENT COMPENSATION AND PLACEMENT. *Supplementary Report of the Commissioner of Labor . . . on the Division of Unemployment Compensation and Placement From Establishment of Said Division, December 28, 1936, to October 15, 1938*. Place not given. 1938. 7 pp. Processed.  
Supplements the report covering the calendar year 1937.
- OREGON. UNEMPLOYMENT COMPENSATION COMMISSION. *Annual Report . . . for the Year 1938*. Salem, March 1, 1939. 62 pp.  
Includes employment service.
- PENNSYLVANIA. DEPARTMENT OF LABOR AND INDUSTRY. DIVISION OF UNEMPLOYMENT COMPENSATION AND EMPLOYMENT SERVICE. *First Biennial Report on the Administration of the Unemployment Compensation Law*. Harrisburg, December 1, 1938. 174 pp.  
Covers period from December 5, 1936, through June 30, 1938.
- PENNSYLVANIA. DEPARTMENT OF LABOR AND INDUSTRY. DIVISION OF UNEMPLOYMENT COMPENSATION AND EMPLOYMENT SERVICE. *Report . . . 1937-1938*. Harrisburg, January 1939. 31 pp. Processed. ("Supplement to First Biennial Report.")



RHODE ISLAND. UNEMPLOYMENT COMPENSATION BOARD. *Second Annual Report, 1937*. Providence, 1938. 16 pp. Includes some data as of March 12, 1938, and a brief résumé of employment service.

SOUTH CAROLINA. UNEMPLOYMENT COMPENSATION COMMISSION. *Second Annual Report . . . January 1937-December 1937*. Place not given. February 1, 1938. 35 pp. Includes employment service.

SOUTH DAKOTA. UNEMPLOYMENT COMPENSATION COMMISSION. *Second Annual Report . . . 1938*. Aberdeen [1939]. 23 pp. Includes employment service.

TENNESSEE. DEPARTMENT OF LABOR. *Annual Report . . . Fiscal Year Ending June 30, 1938*. Nashville, 1938. About 40 pp., variously numbered. Processed.

Includes reports of the Unemployment Compensation Section and of the State Employment Service.

UTAH. UNEMPLOYMENT COMPENSATION DIVISION and UTAH STATE EMPLOYMENT SERVICE. [*Second*] *Annual Report*. Salt Lake City, February 23, 1939. About 40 pp., variously numbered. Processed. Covers the calendar year 1938.

VIRGINIA. UNEMPLOYMENT COMPENSATION COMMISSION. *Report for the Calendar Year 1937*. Richmond: Division of Purchase and Printing, 1938. 8 pp. Includes information on employment service.

WASHINGTON. STATE DEPARTMENT OF SOCIAL SECURITY. UNEMPLOYMENT COMPENSATION DIVISION. *Second Annual Report . . . 1938*. Olympia, February 1, 1939. 21 pp. Includes data on employment service placements.

WISCONSIN. INDUSTRIAL COMMISSION. UNEMPLOYMENT COMPENSATION DEPARTMENT. *Operation of Wisconsin's Unemployment Compensation Act . . . Through 1938*. Madison [1939]. 16 pp. ("Printed from the Industrial Commission's 1936-1938 Biennial Report.")

Reference may also be made to the tables issued at irregular intervals by the Unemployment Compensation Department and containing extensive information on its activities. The subject matter is noted in the list of State periodical publications.

WYOMING. UNEMPLOYMENT COMPENSATION COMMISSION. *Second Annual Report*. Casper, February 1939. 57 pp. Processed. Covers the calendar year 1938. Includes employment service.

## STATE PERIODICALS IN THE FIELD OF UNEMPLOYMENT COMPENSATION AND EMPLOYMENT SERVICE

CALIFORNIA. UNEMPLOYMENT RESERVES COMMISSION. STATE DEPARTMENT OF EMPLOYMENT. *Careers; A Part of the Training Program*. Place not given. Monthly. Processed. Prepared and issued by Personnel Section, Training Unit.

Articles on types of employment opportunities, news notes, and related information, principally for staff use.

CALIFORNIA. UNEMPLOYMENT RESERVES COMMISSION. STATE DEPARTMENT OF EMPLOYMENT. *Report*. Place not given. Monthly. Processed.

Text and tables on general departmental services, benefit and claims statistics, registrations, finance, and administrative functions. Includes employment service activities.

CONNECTICUT. DEPARTMENT OF LABOR AND FACTORY INSPECTION. *Monthly Bulletin of Placement and Unemployment Compensation Division*. Hartford.

Includes summary statistics on claims, benefits, and unemployment compensation funds, as well as employment service data by districts; also articles, brief notes, and excerpts from district-office letters.

DISTRICT OF COLUMBIA. UNEMPLOYMENT COMPENSATION BOARD. *Statistical Report*. Washington. Quarterly. Processed.

Tables giving detailed data by industry on size of firms, coverage, wages, and contributions for each month.

Benefit payments are shown for the quarter, classified by industry.

HAWAII. TERRITORIAL UNEMPLOYMENT COMPENSATION COMMISSION. *Trends and Totals in the Territory of Hawaii Employment Service and the Unemployment Compensation Division*. [Honolulu.] Frequency not given. Processed. Prepared by the Research and Statistics Unit.

The first issue seen is for March-April 1939, with statistical information from February, including some data as of May 31. Contains articles and statistics, the latter including benefits, coverage, placement activities, and characteristics of persons registered and placed by the employment service.

ILLINOIS. DEPARTMENT OF LABOR. DIVISION OF UNEMPLOYMENT COMPENSATION and STATE EMPLOYMENT SERVICE. *Illinois News*. Chicago. Semi-monthly. Processed. Published by the Personnel and Training Office.

News notes and brief statistical data, for staff use.

INDIANA. DEPARTMENT OF TREASURY. UNEMPLOYMENT COMPENSATION DIVISION. *Indiana Unemployment Compensation Advisor*. Indianapolis. Monthly. Processed. Published by Information Service.

Articles and exchanges, principally for staff use. The status of the unemployment fund is given in each issue.

INDIANA. STATE EMPLOYMENT SERVICE and UNEMPLOYMENT COMPENSATION DIVISION. *Indiana Employment Review*. Indianapolis. Monthly.

Statistics of employment, pay rolls, and placement activities; also brief articles, chiefly of employer interest.

IOWA. BUREAU OF LABOR. *Iowa Employment Survey*. Des Moines. Monthly.

Statistics of employment (including a 5-year comparative table), accidents, and pay rolls; also a general summary of business conditions and comments from various types of firms.

KANSAS. COMMISSION OF LABOR AND INDUSTRY. *Kansas Labor and Industrial Bulletin*. Topeka. Monthly.

Tables and charts on employment and pay rolls, bank debits, building permits, retail food prices, and industrial accidents. Recently, a series of explanations, in question-and-answer form, of the Kansas Unemployment Compensation Law have appeared.

KENTUCKY. DEPARTMENT OF INDUSTRIAL RELATIONS. *Monthly Bulletin*. Frankfort. Processed.

Began publication January 1939. Includes articles and legal notes on unemployment compensation, the employment service, and other labor functions of the State.

LOUISIANA. DEPARTMENT OF LABOR. *Louisiana Employment News*. Baton Rouge. Irregular. Processed.

The official publication for the State Employment Service and the Unemployment Compensation Divisions of the Department. Has articles and brief notes, published for the employees but containing matters of general interest.

MARYLAND. STATE EMPLOYMENT SERVICE. *Employment Service News*. Baltimore. Monthly.

Brief articles of employer interest.

MASSACHUSETTS. DEPARTMENT OF LABOR AND INDUSTRIES. *Monthly Survey—Miscellaneous Classes of Employment*. Place not given. Processed. Prepared by Division of Statistics.

Brief summary and tables giving employment and wages for laundries, hospitals, insurance companies, hotels, banks, and other types classified as miscellaneous.

MASSACHUSETTS. DEPARTMENT OF LABOR AND INDUSTRIES. *Employment and Earnings of Wage-Earners in Principal Fields of Employment in Massachusetts*. Place not given. Monthly. Processed. Prepared by Division of Statistics.

Text and tables, with index numbers, on employment and wages in manufacturing, wholesale trade, and retail trade.

MICHIGAN. DEPARTMENT OF LABOR AND INDUSTRY. (Labor Statistics.) Lansing. Monthly. Processed.

Tables on labor inspections, employment and pay rolls, cost of living, and industrial accidents.

MINNESOTA. INDUSTRIAL COMMISSION. *Minnesota Employment Review*. St. Paul. Monthly. Published by Joint Bureau of Research and Information, serving the

Minnesota State Employment Service and the Minnesota Unemployment Compensation Division.

Statistical tables and notes—classified by industry—on employers, employees, wages, and contributions payable, including changes in employment and pay rolls. Also summary of employment service activities.

MISSISSIPPI. UNEMPLOYMENT COMPENSATION COMMISSION. *Jobs*. Place not given. Monthly.

Tables on employment and pay rolls, with brief articles and notes on employment service and unemployment compensation.

MISSOURI. STATE EMPLOYMENT SERVICE. (Statistical Report.) Place not given. Monthly. Processed.

Contains two tables: Report of Activities, giving total placements and other activities by office; and Placements, Applications, and Active File by Sex, giving information for the State as a whole.

NEW YORK. DEPARTMENT OF LABOR. *Industrial Bulletin*. Albany. Monthly.

Comprehensive data on employment, pay rolls, and labor law, including appeals decisions on unemployment compensation. Special studies, reports on inspection activities of the Labor Department, and a monthly summary of placement activities are included.

NEW YORK. DEPARTMENT OF LABOR. DIVISION OF PLACEMENT AND UNEMPLOYMENT INSURANCE. *Placement and Unemployment Insurance Activities; A Monthly Bulletin*. Albany and New York. Processed. Prepared by the Bureau of Research and Statistics.

The new series of this publication began January 1939, after a preliminary series from April 1937 through December 1938. Includes special articles and comprehensive textual and statistical data on unemployment compensation (including appeals), employment service, and employment and pay rolls in the State.

NEW YORK. DEPARTMENT OF LABOR. DIVISION OF PLACEMENT AND UNEMPLOYMENT INSURANCE. *Selected Insurance Activities of Local Offices*. Place not given. Weekly. Processed. Prepared by Bureau of Research and Statistics.

A loose-leaf compilation of tables on initial, continued, and contested claims, and the personnel employed.

NEW YORK. DEPARTMENT OF LABOR. DIVISION OF PLACEMENT AND UNEMPLOYMENT INSURANCE. *Selected Placement Activities*. Place not given. Weekly. Processed. Prepared by Bureau of Research and Statistics.

A loose-leaf compilation of tables on the active file, registrations, placements, and other employment service activities.

NEW YORK. DEPARTMENT OF LABOR. DIVISION OF PLACEMENT AND UNEMPLOYMENT INSURANCE. *Weekly Digest of Decisions on Disputed Claims for Unemployment Insurance Benefits. Series A. Appeal Board Decisions*. Place not given. Processed. Prepared by Bureau of Research and Statistics.

A loose-leaf collection of cases giving referee's decision, findings of fact, issue to be decided, opinion and decision of appeal board, and the rule by which the case was decided.

**NORTH CAROLINA. DEPARTMENT OF LABOR.** *North Carolina Labor and Industry.* Raleigh. Monthly.

Contains Department of Labor information, a non-statistical section on unemployment compensation, and statistics of employment and pay rolls and of construction.

**NORTH CAROLINA. STATE EMPLOYMENT SERVICE.** *Employment News.* Raleigh. Weekly. Processed.

Concise weekly statistics and notes on employment service activities, with "Local Office Comments" and news items.

**OHIO. BUREAU OF UNEMPLOYMENT COMPENSATION.** *Compensator—Broadcast.* Columbus. Monthly. Published by the Informational Service Department.

Articles, notes, and news of interest primarily to staff members, including a regular series of questions and answers on the Ohio law. This printed journal succeeds the *Broadcast*, and according to the issue for May-June 1939 a new title is to be selected in place of the present one.

**OREGON. UNEMPLOYMENT COMPENSATION COMMISSION.** *Oregon Analyzer; Unemployment Compensation—Employment Service.* Salem. Monthly. Processed.

First issued in May 1939. Contains articles and statistics under various topics, including Federal, multistate claims, local employment activities, legal, farm, and veteran placements, and others. Contains tables on claims and benefits and on placement activities. Issued for the employees of the commission.

**PENNSYLVANIA. DEPARTMENT OF LABOR AND INDUSTRY. DIVISION OF UNEMPLOYMENT COMPENSATION AND EMPLOYMENT SERVICE.** *Report of Employment Service Activities.* Place not given. Weekly. Processed. Prepared by Current Statistics Unit, Research and Statistics Section.

Tabulated information by district and office, with a general summary for the State.

**PENNSYLVANIA. DEPARTMENT OF LABOR AND INDUSTRY. DIVISION OF UNEMPLOYMENT COMPENSATION AND EMPLOYMENT SERVICE.** *Trends and Totals; A Monthly Statistical Bulletin.* Harrisburg. Processed. Prepared by the Research and Statistics Section.

Comprehensive statistical data on unemployment compensation and placements; analytical articles on various phases of the Pennsylvania unemployment compensation program.

**PENNSYLVANIA. DEPARTMENT OF LABOR AND INDUSTRY. STATE EMPLOYMENT SERVICE.** *Field Office Activities Report; A Monthly Bulletin of the Pennsylvania State Employment Service.* Harrisburg. Processed.

The successor, since January 1939, to the *Monthly Report of Activities of the Pennsylvania State Employment Service*. Has textual summary and tables on benefit claims, placements, and applications, by office, with data concerning veterans', junior, and itinerant services. Also special articles.

**SOUTH CAROLINA. UNEMPLOYMENT COMPENSATION COMMISSION.** *News and Review.* Place not given. Monthly. Processed. Issued by the Informational Service.

Brief professional and news notes for staff members. Summary data on benefits and placements appear in some issues.

**WEST VIRGINIA. STATE EMPLOYMENT SERVICE.** *Employment Service of West Virginia.* Charleston. Monthly. Processed.

Articles and notes of professional interest and statistical summaries of employment service activities. Certain outstanding industries of the State have been discussed in a series of recent articles.

**WISCONSIN. INDUSTRIAL COMMISSION.** *Activities of Wisconsin State Employment Service.* Madison. Monthly. Processed. Prepared by the Statistical Department.

Consists of about 40 tables on employment service activities for the State as a whole and by individual offices.

**WISCONSIN. INDUSTRIAL COMMISSION. UNEMPLOYMENT COMPENSATION DEPARTMENT.** *Tables.* Place not given. Monthly and irregular. Processed. Prepared by the Statistical Department.

Comprehensive statistical data, monthly and cumulative, on such subjects as total "defined" employment and pay roll, analyzed by industry; benefits paid, by industry and post-office address of employee; claims filed, by place; appeals by employees and employers from initial determinations; and decisions on appeals. The tables are issued separately. A compilation showing the individual experience of 7,408 employer-reserve accounts through June 30, 1938, has appeared in this series.